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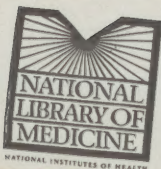
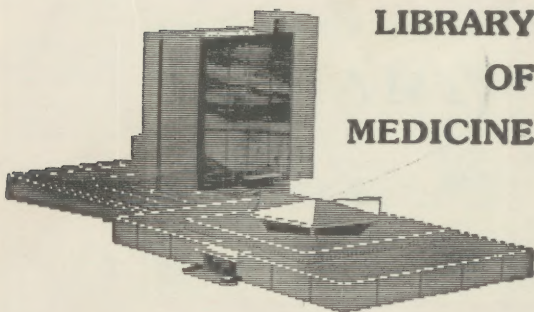
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# REPORT

*New York* (State) OF THE

## State Commission to Investigate Provision for the Mentally Deficient

Pursuant to the Provisions of Chapter 272  
of the Laws of 1914

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TRANSMITTED TO THE LEGISLATURE FEBRUARY 15, 1915

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FEBRUARY 15, 1915

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### State Commission to Investigate Provision for the Mentally Deficient

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#### STATE OF NEW YORK

#### OFFICE OF THE STATE COMMISSION TO INVESTIGATE PROVISION FOR THE MENTALLY DEFICIENT

287 Fourth Avenue, New York

FEBRUARY 15, 1915

To the Hon. EDWARD S. SCHOENECK,

*Lieutenant Governor and President of the Senate:*

SIR.—By direction of the State Commission to Investigate Provision for the Mentally Deficient I have the honor herewith to transmit to the Legislature, its full and final report as required by law.

Respectfully yours

ROBERT W. HEBBERD

*Chairman*





# REPORT

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*To the Honorable, the Legislature of the State of New York:*

In conformity with the requirements of Chapter 272 of the Laws of 1914, the State Commission to Investigate Provision for the Care of the Mentally Deficient, herewith submits its full and final report to your honorable body.

## THE LAW ESTABLISHING THE COMMISSION

This Commission was established by Chapter 272 of the Laws of 1914, which reads as follows:

Section 1. A Commission is hereby created, consisting of five persons to be appointed by the Governor. The Governor shall designate one of the members appointed by him as chairman of the commission. Vacancies in the membership of such commission, from any cause, shall be filled in the same manner and by the same appointive power as the original appointment. It shall be the duty of such commission to investigate the subject of the public provision for the care, custody, treatment and training of the mentally deficient, including epileptics.

§ 2. The members of the commission shall serve without compensation, but shall be allowed their necessary expenses and the expenses of the commission. The commission shall have power to appoint a secretary. The commission shall submit a full and final report, including such recommendations for legislation by bill or otherwise, as in its judgment may seem proper, to the legislature on or before the fifteenth day of February, nineteen hundred and fifteen.

§ 3. For the purposes of such investigation, such commission is hereby authorized to issue subpoenas for and to compel the attendance of witnesses and the production of books, papers and other evidence, to administer oaths and to examine witnesses and papers respecting all matters pertaining to the subjects referred to in the first section of this act,

to purchase books and supplies and employ all necessary clerical and other assistance within the amount appropriated therefor by this act. If the commission shall appoint from its members subcommittees to make inquiry into one or more of the subjects referred to in the first section, such subcommittee shall have the same powers with respect to compelling the attendance of witnesses and the production of papers, administering oaths and examining witnesses and papers, as are herein conferred upon the commission. The commission may examine and investigate methods and institutions and the results of similar investigations in other states and visit and conduct hearings for that purpose therein.

§ 4. The sum of ten thousand dollars (\$10,000), or so much thereof as may be necessary, is hereby appropriated out of any moneys in the State treasury not otherwise appropriated, for the purposes of this act, to be paid out by the State treasurer upon the warrant of the comptroller on the certificate of the chairman of such commission.

§ 5. This act shall take effect immediately.

### MEMBERSHIP OF THE COMMISSION

In order to carry out the provisions of this act, Governor Glynn appointed the following as members of this commission:

Chairman.—Mr. Robert W. Heberd, Secretary of the State Board of Charities.

Dr. Max G. Schlapp, Director of the New York Clearing House for Mental Defectives.

Dr. Charles Loomis Dana, Professor of Neurology in the Cornell Medical College.

Prof. Stephen P. Duggan, Head of the Department of Education of the College of the City of New York.

Mrs. Mary C. Dunphy, Superintendent of the New York City Children's Hospitals and Schools, Randall's Island.

Later upon the resignations of Drs. Dana and Duggan, the Governor appointed in their places Dr. Aaron Denenholz, a member of the medical board of the Manhattan State Hospital on Ward's Island, and Professor Herbert S. Weet, Superintendent of Schools of Rochester, N. Y.



### Meetings of the Commission

The commission held its first meeting in the office of the Eastern Inspection District of the State Board of Charities at 287 Fourth Avenue, New York City, on July 29, 1914, and appointed Mr. Richard M. Neustadt, as Secretary. Subsequent meetings were held on October 7 and 14; November 4 and 11; December 1, 10, 17, 24 and 30, 1914, and on January 19 and 29, and February 11, 1915.

The commission desires here publicly to express its appreciation to the State Board of Charities for the use of its rooms and its courteous assistance in many ways throughout this inquiry.

### Visits Made to Institutions

Members of the commission and the Secretary visited the institutions for the mentally defective at Wrentham, Waverly, and the Boston Psychopathic Hospital, in Massachusetts; Elwyn, Pennsylvania; Vineland, New Jersey; Rosewood, Maryland; Madison Heights, Virginia; and Sonyea, Rome, Syracuse and Newark, New York.

The public authorities of New York, Massachusetts, Maryland, Virginia, and the representatives of the Federal Children's Bureau, Washington, D. C., were also consulted on this question.

### PUBLIC HEARINGS BY THE COMMISSION

Public hearings were held in Newark, Rome, New York, Elmira, Rochester, Buffalo, Utica and Albany, N. Y.

At the hearing at the State Custodial Asylum at Newark, N. Y., the following testified: Ethan A. Nevin, Superintendent of the institution; Mrs. Sarah F. Armstrong, a Manager of the institution, and Dr. Anna Warnicke, the asylum physician.

At the Syracuse State Institution for Feeble-Minded Children the Superintendent, Dr. O. Howard Cobb, testified.

At the hearing at the Rome State Custodial Asylum testimony was heard from the following: Miss Marion Collins of the Bureau of Analysis and Investigation of the State Board of Charities and Dr. Charles Bernstein, Superintendent of the institution.

At the hearing in New York City on December 1, 1914, the following testified: Dr. Charles B. Davenport, Director of the

Eugenics Record office at Cold Spring Harbor; Mr. Howard Bradstreet of Madison House; Mrs. M. C. Ford, Secretary to the Committee on Education of the Board of Estimate and Apportionment; Miss Elizabeth Irwin, Investigator for the Public Education Association; Miss Eleanor H. Johnson of the Public Education Association; Dr. Simon Hirdansky, Principal of Public School No. 4; Miss Meta Anderson of New York University; Dr. Harris Taylor, Principal of Institution for the Improved Instruction of Deaf-Mutes; Miss Jennie M. Whitelaw, teacher of an ungraded class in public school No. 77; Miss Helen Hamilton, Supervisor of ungraded classes in Jersey City, and Mr. Howard W. Nudd of the Public Education Association.

At the hearing in New York City on December 2, 1914, the following testified: Mr. Morris D. Waldman, Manager of the United Hebrew Charities; Mr. Arthur Towne, Superintendent of the Brooklyn Society for the Prevention of Cruelty to Children; Mrs. Barclay Hazard, Chairman of the Board of Directors of the Florence Crittenton Home; Miss Ruth Underhill, Eugenics Investigator of the Nassau County Association, and Dr. Gertrude E. Hall, Director of the Bureau of Analysis and Investigation of the State Board of Charities.

At the hearing in New York City on December 3, 1914, the following testified: Hon. William R. Stewart, President of the State Board of Charities; Dr. Orlando F. Lewis, Secretary of the Prison Association; Dr. Hastings H. Hart, Director of the Department of Child-helping of the Russell Sage Foundation; Dr. Katherine B. Davis, Commissioner of Correction, and Miss Mary Rebecca Moore, Superintendent of the Bedford Reformatory.

At the hearing in New York City on December 10, 1914, the following testified: Dr. George M. Parker of the New York Prison Association; Mrs. Edward C. Bodman, Chairman of the Advisory Committee of the School of Pedagogy; Miss Maud E. Miner, Secretary of the New York Probation and Protective Association; Mr. Bailey B. Burritt of the New York Association for Improving the Condition of the Poor; Mr. Clarence M. Abbott, Secretary of the New York Commission for the Blind; Dr. John E. Dougherty representing Dr. Frederick Cleveland, Di-

rector of the Bureau of Municipal Research, and Mr. Edward M. Van Cleve, formerly engaged in work for the blind in Ohio.

At the hearing in New York City on December 11, 1914, the following testified: Hon. Homer Folks, Secretary of the State Charities Aid Association; Mr. Roland Sheldon of the Big Brothers Movement; Dr. Edward T. Devine, Director of the New York School of Philanthropy; Miss Annette M. Arnold, Principal of the School of the House of Refuge, Randall's Island, and Mr. Herman Sharlit, psychologist House of Refuge, Randall's Island.

At the hearing in New York City on December 17, 1914, the following testified: Miss Elizabeth Farrell, Inspector of Ungraded Classes, Department of Education, New York, and Dr. Dennis J. McDonald, Member Board of Education.

At the hearing in New York City on December 18, 1914, testimony was taken from the following: Dr. Walter E. Fernald, Superintendent of the Massachusetts State School for the Feeble-Minded; Dr. A. C. Rogers, Superintendent of the Minnesota State School for the Feeble-Minded; Dr. S. Josephine Baker, Director of Division of Child Hygiene, Department of Health, New York City; Dr. Sidney E. Goldstein, Director of Social Service of the Free Synagogue; Dr. Thomas M. Balliet of the New York School of Pedagogy, and Dr. Ira S. Wile, Member Board of Education.

At the hearing at Utica December 19, 1914, the following testified: Dr. Charles Bernstein, Superintendent of the Rome State Custodial Asylum; Dr. J. W. W. Dimon, School Physician; Mr. W. B. Sprague, Superintendent of Schools; Dr. S. W. Hamilton, Utica State Hospital; Mr. Walter Carpenter, Dr. W. J. Schuyler, visiting physicians, House of the Good Shepherd; Dr. Earl D. Fuller of the State Charities Aid Association, Mr. Stoddard M. Stevens, Manager Rome State Custodial Asylum; Miss Julia D. Mann, Treasurer Utica Orphan Asylum, and Mr. A. M. Lynch of the House of the Good Shepherd.

At the hearing in Elmira, January 14, 1915, the following testified: Miss Anna B. Pratt, General Secretary of the Elmira Federation for Social Service; Mr. John W. Dilmore, Agent for the Society for Prevention of Cruelty to Children and Animals; Prof. John T. Smith, Principal of a Public School; Miss Mita D.



Smith and Miss Mary Alice Murphy, teachers of classes for ungraded children in Elmira; Miss Ethel LaCreque, Agent of the State Charities Aid Association; Miss Jeanette McGregor, Secretary of the School Service Society of Corning; Rev. A. B. Rudd; Adj. S. A. Wood of the Salvation Army; Mr. Asher J. Jacoby, Superintendent of Schools; Mr. H. C. Romaine, Principal of School No. 2; Miss Rosalie Dougherty, school nurse; Miss Gillard, nurse, and Mr. John Moore, Chairman of the Humane Society.

At Rochester the following testified: Dr. L. Wright, Physician at State Agricultural and Industrial School, Industry; Miss Fay Scott, Director of Special Classes in the Rochester public schools; Miss McGuire, teacher of a special class in the Rochester public schools; Miss Alberta Smith of the United Charities; Miss Rebecca Oliver, connected with the clinic for mental defectives; Dr. George W. Goler of the Department of Health, Dr. Edward L. Hanes of the Rochester General Hospital, Father O'Neil; Hon. John B. M. Stephens, Judge of the County Court; Mr. John W. Castleman, President of the Board of Education; Dr. E. B. Angell, Neurologist; Dr. Lucius L. Button, School Physician; Mr. Wright; Dr. Franklin W. Boek, Ear, Nose and Throat Specialist; Judge Gillet, Magistrate of the local police court; Prof. Forbes, Commissioner of Schools, Miss Emma Case, Visiting Teacher of Public Schools; Miss Liela Martin, Psychologist, and Dr. M. M. Allen.

At the hearing in Buffalo the following testified: Miss Annie P. Evans of Westminster House; Miss Rose O'Hara, Chief School Nurse; Miss Mary Hillary, Mental examiner for the Department of Health; Judge George E. Judge of the Children's Court; Hon. Frank E. Wade, member of the State Commission of Prisons and of the State Probation Commission; Dr. Francis A. Drake of the Detention Home; Mr. Edward J. Cooley, Chief Probation Officer of Erie County; Dr. Arthur W. Hurd, Superintendent of the Buffalo State Hospital; Dr. W. A. McClenman connected with Welcome Hall; Dr. Earl V. Grey of the Gowanda State Hospital; Mr. Charles H. Goff, probation officer of the State Agricultural and Industrial School at Industry; Mr. Edwards of Welcome Hall; Mr. Frederick Almy, Secretary of the Charity

Organization Society; Dr. James W. Putnam, Neurologist; Dr. George E. Smith, Supervisor of Special Classes; Miss Loretta E. Stanton, Miss Cora Allen, Miss Florence R. McDermott and Miss Catherine McGuire, teachers of ungraded classes; Miss Cecil Wiener of the Jewish Charities; Dr. Lucien Howe of the Eye and Ear Hospital; Mrs. Bryan Glenn, interested in public education; Miss Chase, teacher of Psychology in Buffalo Normal College; Dr. Frank E. Fronczak, Health Commissioner of the City of Buffalo; Dr. Franklin W. Barrows of the Health Department; Mr. George G. Prince of the Superintendent of Poor's office; Dr. Ross B. Narin, Examiner in Lunacy; Dr. Lewis; Miss Jane Nye and Miss Margaret Sheehan of the City Truant School; Mr. William Wiley, Chief Probation Officer of the City Court; Mr. Daniel O'Leary representing an Irish-American Society; Mrs. Frances King; and Mr. Henry P. Emerson, Superintendent of Schools.

At the hearing in New York City on January 19, 1915 the following were heard: Dr. Gertrude E. Hall, Miss Marion Collins, Miss Catherine E. Conway, Dr. Jessie L. Herrick and Miss Florence Givens Smith of the Bureau of Analysis and Investigation of the State Board of Charities; Dr. Eugene H. Mullan of the U. S. Public Health Service; and Miss Winifred Noon, Supervising Nurse of the State Department of Health; all of whom testified with relation to the special survey in Westchester County, made for the Commission.

At the hearing in Albany on February 5, 1915, the following testified: Dr. Sherman Williams, Chief of School Libraries Division, Education Department; Dr. C. Edward Jones, Superintendent of Schools in Albany; Miss Edna G. Bridgeford of the Superintendent of Schools office; Dr. Hortense V. Bruce, Superintendent of the State Training School for Girls at Hudson, N. Y.; Miss Mary Hinkley, President, State Training School for Girls; Mr. Gerald Fitzgerald, Commissioner of Charities, Troy; Dr. Robert W. Hill, Superintendent of State and Alien Poor, of the State Board of Charities; and Mr. Charles L. Chute, Secretary of the State Probation Commission.

## THE DUTY OF THE STATE TOWARD THE MENTALLY DEFICIENT

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Feeble-mindedness is a grave social menace. To it can be attributed a very definite proportion of the vice, crime and degeneracy that tend to destroy the peace and prosperity of our communal life. Not only is it a fundamental cause of misery, but it possesses the quality of hereditary transmission, thus ensuring the continuance of misery through the generations to come.

It is, therefore, of the utmost importance that society, organized in Government, takes measures to curb and eventually eliminate this menace that so imperils its well-being. The problem is itself so large, so complex, and above all so little understood by even the most expert specialists, that it will be many years before such measures can be scientifically determined. Meanwhile, however, it is the clear duty of the State to face the situation, to study the problem, and to do all in its power to check the danger by the best means at present known.

New York is the first State in this country to appreciate this fact and to create a Commission with sufficient authority and adequate means, at least to collate all the available material bearing on this problem and to present it to the people as a basis for a complete state-wide program for the further public control of mental deficiency.

In many ways New York has always stood foremost among the commonwealths of America in the care of the feeble-minded. The Institution at Syracuse, now known as the Syracuse State Institution for Feeble-Minded Children, was founded in 1851, thus being the second public institution for this class of dependents in the country. Today, the six public institutions at Newark, Rome, Syracuse, Sonvea, Letchworth Village and Randall's Island house a greater proportion of defectives to the population than is provided for by any other State in the Union. Moreover, this State has been the pioneer in many experimental undertakings for the care of these unfortunates as well as in the general study of the problem itself.



With all this as a background, it becomes even more significant that New York has been the first State to recognize the seriousness of the situation and to make an earnest inquiry regarding the best method of meeting it. Four other States — Massachusetts, Pennsylvania, Delaware and New Jersey, have created Commissions to study the question of feeble-mindedness in their own community; in New Hampshire the Children's Commission, appointed in 1913, paid special attention to this problem; but in each case the inquiry was largely negatived by an inadequate appropriation. The reports issued by these bodies, therefore, while of general educational interest, have added little to our knowledge of the subject and presented but little practical program for further care.

In March, 1914, the Legislature of New York enacted into law a bill calling for the creation of a Commission to investigate "the subject of the public provision for the care, custody, treatment and training of the mentally deficient, including epileptics", and granted an appropriation of \$10,000 to make the inquiry effective.

### **The Work Accomplished**

Actual work was begun on August first, when temporary headquarters were established by courtesy of the State Board of Charities in their Eastern District Office at No. 287 Fourth Avenue, New York City. Later a separate office was opened in the same building. A plan of investigation was at once submitted and the work of collecting all the reports of the institutions throughout the country as well as the data prepared by the various authorities begun.

The task was such a huge one, and the time available so short, that it was decided to limit all original research to a small definite area and to depend for the general facts upon the data already collected by the many public and private social agencies interested in this problem of mental deficiency. Fortunately, the Bureau of Analysis and Investigation of the State Board of Charities had already undertaken a census of the feeble-minded throughout the State, and the Commission gratefully availed itself of their offer to complete this work under its auspices. The

Commission was also fortunate in securing the assistance of Dr. Eugene H. Mullan, who was released through the generosity of Surgeon-General Blue of the United States Health Service, and of Miss Winifred Noon, whose service was loaned by the State Department of Health. Grateful acknowledgment is here made of this courtesy, and of that tendered us by the many public officials and private social workers throughout the State and particularly in Westchester County.

Besides the invaluable assistance rendered by Dr. Gertrude E. Hall, Chief of the Bureau of Analysis and Investigation of the State Board of Charities and her assistants; Dr. Jessie L. Herriek, Miss Florence G. Smith, Miss Evelyn H. Ellis, Miss Marion Collins and Miss Catherine E. Conway, the commission expresses thanks to Miss Stella E. Packard and Mr. Emil Frankel for their efforts in this investigation.

Meanwhile, the actual work of the inquiry was being furthered as rapidly as possible. Questionnaires were sent to all the institutions in New York State and to all the institutions for mental defectives and epileptics throughout the country. Official reports of the institutions and of the various boards supervising them were collected from all the States of the Union; the many pamphlets and books on the subject carefully studied and the opinions of the leading experts sought through correspondence and personal interviews.

The Westchester County Survey was carried on along the lines originally planed by the special committee and while not necessarily typical of the conditions in the State as a whole, since this particular county is not at all a typical one, the results prove of great interest and value. The completed census of those mental defectives of sufficiently low grade as to be well known by the community, brings out in startling fashion the accuracy of the various estimates that have been made in the past few years, in the agitation for State action against this social menace.

This census is the most complete tabulation that has ever been attempted in this State, and the Commission believes it to be an authoritative basis by which to gauge the steps that must be taken if the State of New York is to cope with this problem that

so imperils the welfare of her people. The Commission further believes that its efforts to secure information bearing on this problem are the most extensive and the most thorough ever undertaken in this country and, therefore, feels that its recommendations should be given the most earnest consideration on the part of the authorities and the citizens of the State. Despite the great cost involved the Commission is convinced that it is only by adopting the full program which it herewith advances, that New York can free itself from the great social burden of the feeble-minded, which is in itself far more costly to society than the remedies suggested.

The Commission desires to make especial mention of its appreciation of the valued services of the Secretary, Mr. Richard M. Neustadt, who not only assisted materially in the work of inquiry but who, also, drafted the report for the Commission's consideration. His experience and training in varied fields of social work gave him at once a broad viewpoint and a sympathetic understanding of the problem of mental deficiency that were very helpful in the interpretation of the mass of material gathered under his direction.



## CHAPTER I

## THE APPROACH OF THE PROBLEM

Modern science has taught us to regard the brain as an organ as plastic and as capable of development as any other organ in the body. Intelligence has of course not been given to all men alike, but is the product of educational development within the variated limitations of the mental status of each individual. This mental status is in itself limited by the organic development of the brain and by the complex interrelations of nerve forces and internal stimulants, on which the brain must depend for nurture and growth. With the advance of psychology, neurology and medicine has grown the conception of the infinite variations of intelligence to be found in the community and the impossibility of fixing definite categorical groups in which mental ability can scientifically be divided.

On the other hand, we have learned that certain rough classifications can be made and that a norm can be established for mental capacity, which is at least as accurate and as practical as those long since accepted for physical capacity. While the scientists are still disputing the methods of discovering and fixing these norms, they have determined them sufficiently for practical community use in the establishment of the mental ability of the individual.

Thus to-day we are in a fair way to a scientific approach to the problem of feeble-mindedness. Throughout all history the world has recognized the mental defectives but never before has society been so able to face their presence with any comprehension of the problem they present, or any rational hope of ever ridding itself of the evil they produce. The more the public has learned of the true condition of the feeble-minded, the more insistent has become the demand for an adequate program for their sympathetic care and scientific treatment.

The fact that mental norms can be established for each year of a normal child's life was first put forth by Professors Binet and Simon in 1902. After working with a small group of children, these two psychologists advanced their standard tests for

mental age. These have been translated into English and popularized in this country through the efforts of Dr. Henry H. Goddard, Director of the Research Department of the Vineland Training School. Through their use and that of many other tests more recently devised in the measurement of the mental status of all those who in any way fall below the normal standards of education development or of ethical conduct, the public has learned what a great proportion of the crime, disease, and inefficiency is due to the subnormality or feeble-mindedness of the individuals who thus become dependent or delinquent. We realize now, more than ever, how much our present civilization is threatened because of our ignorance and resultant mistreatment of these unfortunates in the past. And thus we become the more determined that we shall now take steps which will be proper and adequate to care for those now in the community so that the future civilization will not be so imperiled.

#### NEED OF COORDINATION

Then too, it is timely that the State should consider this problem in its entirety now, because of the fact that there have sprung up several governmental functions, each attacking the problem of feeble-mindedness from a different and sometimes a conflicting point of view with a resultant confusion of methods which is proving inefficient and expensive.

Feeble-mindedness is not limited to any one class in society, or to any one group in the community. It forms a large part of every social problem which we are facing to-day, and in consequence has to be faced by every department of government, which deals directly with the people. Thus our educational, charitable, judicial, and medical authorities are all devising special and elaborate machinery for the detection and protection of the mental defectives in the various groups with which they have to do. Our State, county and municipal governments, and the court, school, health and poor law officials in each of these political units are all attempting to handle the situation within their own province. Until now in New York there has been no public effort to present the whole question of feeble-mindedness and its manifold social ramifications in a broad and comprehen-

sive manner, or to prepare a state-wide program for its solution. The need for such a presentation has long been apparent — the public demand for it became insistent last year. Thus because the public has at least been awakened to the gravity of the problem of mental defect through the advance of scientific knowledge, and the realization of the evils that have resulted from our past neglect, and because of the confusion and inadequacy of the several attempts now being made by various branches of our government to meet the situation, the commission feels convinced that we are now in a position where it is both a duty and a privilege to adopt a complete system of public provision that will in a very large measure eliminate the burden of feeble-mindedness from the community.

#### LIMITATIONS OF PREVENTION

The complete elimination of mental defect will perhaps always be impossible. Short of euthanasia no plan has ever been presented which would be effective and it is doubtful whether society will ever return to the days when the socially unfit were deliberately killed by the State. Sterilization has long been urged but our courts are almost uniform in declaring it a violation of the personal rights as promulgated by our Federal Constitution; moreover, experience has proven it to be not an unmixed blessing. For while the modern operative method does of course prevent the parenthood of the individual, it does not at all remove his or her sexual desires. In consequence, venereal disease, immorality and sexual perversion are not lessened sufficiently to make it a practical reform. Dr. J. M. Murdock, Pennsylvania State Institution for Feeble-minded, says:

\* “Sterilization is at best a partial remedy but is restricted in application by public sentiment. It is actually operative in only one of the eight States that have passed sterilization laws.”

In fact some of the leading authorities in the country believe them to be increased thereby, because the removal of the possi-

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\* Meeting of the American Association for the Study of the Feeble-Minded, 1913.



bility of conception often lifts the last barrier from wanton sexual satisfaction.

Dr. Charles Bernstein, Superintendent Rome State Custodial Asylum, says in this connection:

“ We know that many of our defective classes have two outlets for their emotions. One is crime and the other is sex offense. If we catch this sex offender and sterilize him or her, as the case may be, we will limit the thing to a certain extent but we do not know then what the outlet for that person's emotions and activity will be and then to-day we do not know the real effect of sterilization. And if we do it we are only leaving these people liberty or in a way license to go as far as they will and they will spread venereal diseases to such an extent that the next generation will suffer more from venereal diseases than it will from defective offspring.”

Dr. Walter E. Fernald, Superintendent of the Massachusetts State School for the Feeble-Minded, Waverly, Mass., says of sterilization:

“ I have been unable to make myself believe that sterilization would do what is claimed for it. The fact is it is a law in only twelve states. There are several administrative difficulties. In our State I have been privately informed by a former District Attorney that it would be very difficult to formulate a sterilization bill which would be compatible with our State Constitution. The prejudice of the church against it is another obstacle. The prejudice of the average parent is a matter which I think it would be very difficult to overcome. The influence of the law would be to withdraw from the influence of our institutions large numbers of feeble-minded who otherwise might be amenable to whatever advantages and whatever custodial provision was made. Only a small proportion of the fathers and mothers of my patients are feeble-minded themselves. They are the normal members of feeble-minded families and I can conceive by no possibility that they could have been sterilized. And yet they are the dangerous ones in the community, far more dangerous than

their feeble-minded brothers and sisters. The decision in the Iowa case by the Federal Court not only decided the case against the institution but assailed the whole policy in a very dangerous manner, and of course it assailed it on the ground that it was contrary to the provisions of the United States Constitution."

Dr. Fernald cites two instances to show the dangers of sterilization, which are to be found in the testimony under "Sterilization," p. 177.

To segregate all the feeble-minded of one generation in the State and thus prevent the continuance of this condition would not only be impossible because of the prohibitive cost involved, but it would not accomplish the end desired. For mental deficiency is the result as well as the cause of social degeneracy, and will be found in the community as long as the destructive forces of disease, alcoholism, crime and poverty are allowed to flourish and bear fruit. It is true that feeble-mindedness is to some extent an hereditary condition; it is also true that it can be induced by the factors of environment. Social degeneracy is a composite of evils, each affecting the other. In no way can we eradicate one factor as long as the others are still functioning.

#### POSSIBILITY OF CONTROL

But if it is impossible, within the limitations of our present knowledge, entirely to eliminate mental deficiency, we can surely control it so that it will become an ever lessening instead of an ever increasing burden and menace to society at large. As with the insane the State must make adequate provision for the care of those at present afflicted, the prevention of their propagation, and the scientific study of the causes underlying this pathological condition. It is even more necessary that we undertake this with the feeble-minded because they are more dangerous to the community than the demented. We are naturally eager to protect ourselves from the insane of whom we stand in physical fear and mental horror. But if we were to realize how much greater, if more subtle, was the danger and the horror of the defective, who are not only themselves a source of peril but will inevitably per-

petuate that evil potentiality in their children's children, we would be even more willing to make adequate provision for their care.

### THE MAELSTROM

The State of New York already provides for 30,000 insane in public hospitals and has enacted laws compelling the erection of further institutions as they are found necessary. No such provision is made for caring for the mentally defective. Our public institutions house only 4,500 of the 30,000 definitely feeble-minded in the community. For the others and for the many more who are of sufficient mental ability to pass undetected save by the expert, nothing constructive has been attempted. The schools are clogged with children who are socially uneducable. Our prisons and reformatories are embarrassed by the presence of many inmates who are utterly non-reformable. Our almshouses, hospitals, lodging houses and police courts are continually being filled with poor outcasts whose degradation is actually due to mental defect for which society is largely responsible. The waste and the futility of our attempt to care for these subnormal groups without a full comprehension of the physical factors causing that subnormality is plainly apparent in the lack of results obtained.

### THE HIGH GRADE DEFECTIVE

Those who are of the higher type of mentality and yet definitely subnormal are perhaps the greatest menace to society. Unable to control their desires, or to resist evil suggestions, they readily become the prostitutes, and the tools of better balanced criminals. Unable to co-ordinate their mental processes effectively, they become inefficient workmen gradually deteriorating into the vagrant, the drunkard and the beggar. Unable to develop any initiative or to stimulate any will power they sometimes live peaceful, uncomplaining, semi-useful lives — more or less dependent always.

The State must first face the problem of segregating as many defectives as become dependent or delinquent; of giving the others special educational training that will attempt to fit them for the manual arts and crafts in which their talents can be developed to the point of self support. This necessitates in main three governmental functions:



1. The establishment of a uniform scientific manner of diagnosing and registering mental defectives.

2. The expansion of our institutional provision for the dependent and delinquent defective so that they may be trained, made socially useful and prevented from breeding more of their kind.

3. The adaption of our educational curricula to the special needs of the subnormal who under continuous supervision may possibly become self-supporting and self-respecting.

To these three must here be added another function of government activity. The State should provide proper equipment and adequate support of scientific research into the etiology of feeble-mindedness. Laboratories should be opened in coordination with the work of all public psychopathic clinics and institutions so that the study of the causes of amentia and related subnormal states may be pushed to a successful conclusion.

Thus far in this report we have presented the necessity for the State giving most serious consideration to this problem of feeble-mindedness, and have briefly outlined the general methods employed by the commission in gathering facts and formulating conclusions.

Before definitely presenting our findings it seems wise to review the historical development of our modern system of care and education. This must include the development in the fields of psychology, sociology and medicine as well as in the less scientific worlds of government and of public opinion.

## HISTORICAL DEVELOPMENT OF PROBLEM

The attitude of the State and of the people themselves towards the feeble-minded has passed through the entire range of human emotions. With scorn turning to pity, then amusement, hope, sympathetic concern and new scientific hope, society has always and everywhere been forced at least to regard these unfortunates. Roman and Grecian civilization deliberately exposed its "fools" to death. The teaching of all religions, however, was for pity and understanding of their weakness. Europe in the middle ages, did them mock honor in their courts. It was left for the clear eyes of science to see that these unfortunates were protected from the cruelty, the maudlin sentimentalism and the gross amusement of the world, and were trained for useful and happy service. When Guggenbuhl began his work with the cretins in Switzerland in 1836 and when Itard and Seguin undertook the education of the idiots in Paris, the world began to realize that the feeble-minded formed a definite social problem, that was possible of great development, if not of final solution.

As in all other fields the experiments with these abnormal beings have proven of great value to our methodology of training normal children. Modern education grew directly from these small beginnings with the defectives in the Paris Bicêtre. Modern medicine and psychology were given a great impulse forward; sociology, philosophy, biology were all stimulated through these experiments.

With our increase of knowledge has come a development of true sympathy and willing helpfulness. Our institutions have been established and extended to meet our ever extending field of understanding. The history of our institutional revision is especially interesting, since it reflects so clearly the history of our theoretical conceptions in regard to the treatment and training of the mentally deficient.

When in 1798, Itard professed to have failed to educate the famous "Savage of Aveyron," who had been found living wild in the forest, the scientific world recognized that this self-proclaimed failure was in fact a great and startling success. For it demonstrated beyond question that with special attention and

proper method, every individual can be educated and self-developed, at least to the limit of his individual capacity. The very definite limitations of educability in true mental defectives was long a matter of dispute, and even today we meet many zealous teachers who believe they may restore a defective child to normality, through careful sense training and muscle-building. Here we must again point out the infinite variation of intelligence, and the impossibility of measuring education by any fixed standards of normality. Through the entire scale of intellectual level from the idiot to the genius, each individual may find in the discipline of coordinated work and in the development of his inherent initiative and curiosity, a true education.

On the basis of the work done under Seguin in Paris, the New York State School for Feeble-Minded Children was begun in Albany in 1849 under the direction of Dr. Wilbur who was one of Seguin's disciples. Two years later the school was moved to its permanent quarters at Syracuse. It soon became apparent that this "education of the idiot" did not mean regeneration to normal mentality, but only the training possible within the boundaries of the pathological condition of the patients. Thus sprang up the ideal of custodial care for the feeble-minded which must always be the complement of the educational work in any truly constructive program.

#### THE NEW YORK CITY HOSPITAL AND SCHOOLS

In 1868 the school on Randall's Island was turned over for the use of defective children. The city authorities were fortunate in securing the services as superintendent, of Mrs. Mary C. Dunphy, who had studied under Dr. Wilbur at Albany. Mrs. Dunphy at once undertook the industrial training of the feeble-minded which was at that time a revolutionary step in their education. It is interesting to learn that the introduction of this vocational work met with criticism and derision by some of the most prominent social workers in the State. But in spite of many discouragements and handicaps, Mrs. Dunphy persevered, and is rightfully considered the originator of industrial education for subnormal children in New York. Her long service and devoted efforts have made this institution one of the best known in the country.



Dr. Martin W. Barr, Superintendent of the Pennsylvania Training School at Elwyn, in his book on "Mental Defectives" says:

\* "This school is an object lesson in the perfection of that manual work best adapted to the needs of the feeble-minded."

This necessity of custodial care took such quick and permanent root in the public mind that the next two institutions created by the New York legislature were definitely set aside as custodial homes. Thus the State custodial asylum for feeble-minded women was established in 1878, and moved to its present site at Newark in 1885, to care for all defective women during the child-bearing period. In 1893 the Oneida State idiot asylum, now known as the Rome State custodial asylum was opened for the permanent care of other defectives.

Following the establishment of the institutions at Syracuse, Randall's Island, Rome and Newark, came the establishment of the Craig colony for epileptics at Sonyea in 1894. Epilepsy is an entirely separate pathological condition from feeble-mindedness, yet they are very often found in the same individual. The doubly handicapped defective epileptics are naturally an increased burden in any institution, and when the State became aware of the great numbers of these cared for in the other asylums and schools, a special colony was created for their use.

About this time began the real development of our educational systems, and the awakening of pedagogy to the special needs of the subnormal children who came to the notice of the schools when the compulsory education laws were first enforced. In 1895 New York City followed the examples of Chicago and Cleveland and established a special ungraded class under the direction of Miss Elizabeth E. Farrell for the training of all those who for any reason fell behind in their school work. This system of special or ungraded classes has become a permanent and growing feature of the school systems in almost every city in this State. In the metropolis there are at present 206 such classes in the school department.

The development of this work brings out two main facts—new in this field. First a natural reaction against all institutional

life set in and the people were distrustful and unwilling to send their children away. This was due in part to the fact that all institutions were so overcrowded that personal attention and individual training were impossible, and in part to the new ideas of colonization and small group work, which unfortunately flourished in theory before our institutions could be reorganized so as to make it practical. And secondly, the compulsory education laws, the adoption of the modern mental tests and the recently awakened interest in special training, brought thousands of children to the attention of the public about whom nothing had previously been known. These classes have grown by leaps and bounds since the introduction of the manual training and Montessori methods, which have done so much to alleviate the problems of truancy, discipline, and defectiveness. A very interesting and authentic account of the development and work of these special classes for exceptional children in the public schools is given in bulletin No. 14 of the United States Bureau of Education, published in 1911. It is remarkable how far these subnormal children can be trained in work with their hands, and what a great effect such training has on their efficiency and happiness.

The system of medical examination and home-visiting have also brought out many defective children of whom previously we had hardly known. The introduction into our boards of health and education of these new duties of inspection and training of all exceptional children has led to many administrative difficulties and diversified theories as to proper care. These difficulties arise first from the question of method of determining the mental status of the child and secondly from the idea of temporary or permanent care of those who are high grade defectives.

### MENTAL TESTS

The diagnosis of mental defect has been codified to a lamentable degree. When Professors Binet and Simon announced their scale of questions standardizing the intelligence of a normal child for each year of his physical growth, they themselves gave warning of its too ready and too easy use in practical work. But in America this warning has been too often ignored and a routine system of mental examination determined that has swept this

whole country into a popular and exaggerated hysteria over this problem of mental deficiency. Without in the least questioning the true value of the Binet tests and other similar systems, we must definitely point out the folly, cruel in result if innocent in intents, of making definite mental diagnosis on their results alone, and of permitting lay workers to pronounce upon mental condition after a few weeks' course of training in the few formulas involved in the present widespread conception of this work.

This slipshod method of examination is due to the fact that in all the fields of science touching this problem of mental deficiency, insufficient attention has been paid to this matter of diagnosis.

Consequently, the public at large has been over-willing to accept the conclusions indicated by the work of amateur specialists who have been content to accept the Binet tests as a well established principle, and to use them as a fixed creed.

Mr. Arthur W. Towne, superintendent of the Brooklyn Society for the Prevention of Cruelty to Children, says:

"I think that many of the examinations made by inexperienced persons are little short of farcical. It seems to me most important to have some standards, some regulations by which it will be brought about that those making these examinations, particularly where the examinations are utilized by the court, shall be persons of unquestioned ability, for otherwise there are going to be sad miscarriages of justice where children are sent to institutions to which we know they should not be sent. That, to my mind, is one of the most tragic things that can happen."

Hon. B. M. Stephens, judge of the county court, Rochester, N. Y., says:

"It is very important, and it is so obvious that it ought not to be said, that there should be no suggestion even that a child is defective until the very last test that is possible to be applied has been applied, and the conclusion is inevitable. I have sometimes thought that was one of the dangers we need to guard against, that is, stamping the child as perhaps defective when it might be just backwardness due to other conditions entirely."



Dr. Lucius L. Button of Rochester, N. Y., says:

"I think we cannot be too careful in the diagnosis of all these cases. It is a good deal of a task to impose the responsibility of the decision that may change the whole life of a child upon one man."

Dr. Franklin W. Bock of Rochester, N. Y., says:

"Undoubtedly we have had cases in the schools of Rochester which have been diagnosed by reputable physicians as being feeble-minded which upon examination and treatment for these physical defects have been made comparatively normal."

Dr. W. A. McLennan, of Buffalo, N. Y., tells of a small boy who was the terror of the neighborhood, a confirmed thief, and has no sense of right or wrong. He adds:

"An expert who examined him, had him under his care for two weeks, and pronounced him the worst boy he ever knew, but not feeble-minded. A year or two after this same expert pronounced him feeble-minded and after a very great effort he was finally sent to Syracuse."

Miss Cecil Wiener, of the Jewish Charities of Buffalo, cites another case of a man who

"Is doing damage, cutting people's heads open and who is now on probation. We believe that man is not responsible, though experts do not agree."

Dr. Franklin W. Barrows, of Buffalo, thinks that

"It takes more than half an hour to decide whether a child is mentally defective or normal, and one of our best authorities in this country says that he likes to take two years sometimes."

#### RETARDATION AND DEFICIENCY

It is true that these tests point out with surprising accuracy the mental retardation of children up to ten years of age. Beyond that it is also helpful in indicating such retardation, though the

increasing complexities of mental processes that develop in the adolescent and the adult prevent it from attaining the same degree of accuracy. But mental retardation is not in itself a sure indication of feeble-mindedness although it is of course always a factor of such defect. By establishing the retardation even of a child we are not at all discovering the cause for such retardation nor are we safe in assuming, as is now commonly the case, that beyond a certain degree, retardation is synonymous with feeble-mindedness.

At present it is generally accepted that a child who falls three years below the norm established for the normal children of his physical age is mentally defective. In general this is an assumption without any sound basis either medically or psychologically, and one about which in general we have had too small a body of experience to declare scientific except perhaps in the case of young children.

Professors Binet and Simon graded their questions on a scale of norms for each year in a child's life up to fifteen. This has proven unsatisfactory, since many children have developed with far less regularity than this scale permits, and thus often fall behind the age norm in some of the tests, and are able, on the other hand, to pass some of those designed for normal children much older than they. The more recent tests, now being perfected by Professor Yerkes of the Massachusetts Psychopathic Institute, Dr. Eugene H. Mullan of the U. S. Health Service, and others, are placing point values to each question and then making standards of point values for each year of physical growth. Such a system may prove far more satisfactory.

Another great flaw in the Binet tests is the continued use of language. As many of the children suspected of mental deficiency are illiterate or of foreign birth, it becomes impossible to regard the results in such cases as being scientific. Dr. Healy of the Chicago Juvenile Psychopathic Clinic, Dr. Knox of the Ellis Island Immigration Station, Drs. Thorndike and Norsworthy of Columbia University, and others have introduced many tests which depend entirely on manual skill, but here also enters into play the ignorance and lack of training of many for whom these tests were devised.

On the whole, then, the many systems of psychological tests are a helpful adjunct to the proper determination of the mental status of an individual, but cannot in any way be regarded by themselves as a complete scientific method of diagnosis.

Dr. Fernald sums up the value of these tests as follows:

\* "The Binet tests, in the hands of competent examiners, usually corroborate the results of clinical examination in the recognition of all degrees of mental defect in older persons. These tests are not so effective in detecting slight mental defect in worldwide adolescents and adults. In other words, the Binet tests corroborate where we do not need corroboration, and are not decisive where the differential diagnosis of the high grade defective from the normal is in question."

So many factors enter into the development of the mind of an individual that no one branch of science can complete the work of diagnosis, cure or prevention of mental pathology. Medicine, psychology, sociology must unite in the application of our present knowledge in the care of the defectives and in the extension of our knowledge of the causes of deficiency.

It has been necessary to make this digression from our account of the historical development of work for the feeble-minded in this State because we must bear these facts in mind in the consideration of the steps taken in the past fifteen years for the proper care of the subnormal.

In 1907 the conditions of overcrowding in the institutions and schools for the defectives grew so menacing that the Legislature finally created Letchworth Village at Thiells, where an ideal custodial school on the colony plan and equipped for industrial training is planned for the care of 2,500 feeble-minded. Unfortunately these plans have been held up for many years by the red tape of our State supervisory officials and the ideal of economy held by our executives and representatives.

In a report just published by the Board of Managers the whole history of the delay in completing Letchworth Village is so strongly brought out that it will surely arouse public opinion to

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\* Transactions of Fourth International Congress on School Hygiene, vol. III, p. 548.





New York Clearing House for Mental Defectives



the point where the Legislature and the authorities will take constructive action at once.

### MEDICAL INSPECTION

The campaign against physical defects among school children and the resultant organization of a system of school doctors and nurses awoke the medical profession in this country to the need of special research among the subnormal. The immediate necessity was to develop a system of psychiatric diagnosis that would offset the wave of unprofessional methods used by the amateur, but sincerely ardent followers of Binet. In consequence several clinics were opened in hospitals and dispensaries for the diagnosis of the feeble-minded. In 1913, Dr. Max G. Schlapp, now a member of this Commission, organized the Clearing House for Mental Defectives under the Department of Public Charities of New York City. To this clinic thousands of patients are brought for diagnosis from the courts, schools, charities, settlements and other social agencies. This is the nearest approach in the whole State to the official experiment undertaken in Ohio, Seattle, and in Cook County, Ill., by the Juvenile Psychopathic Laboratories or in Massachusetts by the State Psychopathic Hospital. Outside of New York City, the communities are entirely dependent upon the medical staffs of the local hospitals or the municipal department of health.

### THE PATHOLOGY OF DEFECT

Education promises much for the proper training of our mental defectives for lives of self-respect and self-support. But in the advance of medical science lies the real hope of at least lessening the number of cases of defect, which must be regarded as hopeless. Not that we have nor can ever have a medical cure for all mental subnormality; but by scientific research and patient experimentation, medicine may yet fathom some of the etiological causes of such subnormality and of its hereditary transmission. It has long been definitely known that Cretinism is due to the absence of the secretion of the thyroid gland in proper amount. Already there are indications that other forms of defect can be traced to the lack or improper proportion of certain other internal secretions. It may take many years before any definite discov-



eries in this regard are made and at present our knowledge is very limited indeed. But there is enough knowledge to permit us to hope for further scientific revelations some day — once such knowledge of causation becomes exact, a method of treatment and of prevention must follow.

Modern psychology has developed a clinical interest in the pathology of subnormal intellect. But for the affective or temperamental side of life, we must turn to the neurologist and psychiatrist for help.

In certain cases of mental defect the structure of the brain is irreparably faulty or injured, due to causes either congenital or prenatal. In certain other types definite and permanent injury or disease may have impaired the organic development of the brain after birth. But there are some types of feeble-mindedness, how many as yet unknown, where the brain cells are potentially perfect, and yet there is a total or partial inability to coördinate muscular and psychological reactions. These are the cases that are some day to be explained by the advance of scientific knowledge of the metabolism of the nervous system.

Through the application of the Wasserman tests we are discovering how intimately syphilis is associated causatively with mental defect. Dr. Fernald affirms that even in the highest grade defective, some brain lesions are found and that to a surprising degree these are traceable to the presence of syphilis. This is but one illustration of the facts being brought out under the research of scientists. Another field in which investigation is being carried on is the relationship between the physical condition and metabolism of the mother and the normal development of the foetus.

Not only must a brain have all the normal nerve cells developed in order to react normally, but it must also be nurtured by the proper chemical elements in the proper proportions. Each group of nerve cells, according to our specialists, have a definite point of resistance beyond which they must be stimulated if a reaction is to occur. This point of resistance is known as the threshold of functional activity. Moreover, many of the chemical organic combinations organically produced in the body are selective and act only in certain ways on certain special groups of cells. Thus

if the metabolism of the whole body be disturbed by the addition or subtraction of some of the chemical substances secreted by the glands, the threshold of functional activity for that particular group of cells affected will be raised or lowered, as the case may be. If this disturbance be very marked, and the chemical elements missing to any great degree, over a long enough period of time, the threshold may be so seriously affected as permanently to arrest normal mental development, and thus cause feeble-mindedness.

This is still a theoretical conception — though it has been borne out in the experience of those who have worked with the Cretins or those suffering from Myxoedema — a state of feeble-mindedness closely simulating Cretinism. Here the patients have been greatly benefited by the artificial supplying of the missing secretion — in this case the extract from the thyroid gland — to the point necessary to lower the threshold of functional activity to approximate the normal.

It is this hope that makes it imperative for the State to support laboratory research work for the further inquiry into this matter. It is the possibility of success that makes it imperative on all interested in this problem — physicians, psychologists, educators and social workers to lose sight of their differences and unite in the most earnest and most sincere efforts to make that success sure.

Another great branch of science has come forward with new light to shed that brings promise of future help. The biologist has seriously taken up the study of eugenics and has drawn new attention to the all important factor of heredity in mental defect. Some eugenists go so far as to maintain that heredity is the only factor, and that a part of our mental deficiency represents the permanence of a degenerate class stock whose ancestry can be traced to the aboriginal savages and primitive races, even to a simian ancestry.

The development of the Eugenics Record Office at Cold Spring Harbor, Long Island, of which Dr. Charles B. Davenport is the director, has done much to familiarize the public in general with the true hereditary character of feeble-mindedness and the degree to which it is a menace in the community. The tracing of the careers of the Nam Family and the Hill Folk has greatly

strengthened this idea in the minds of the people who were already awakened by the earlier histories of the Jukes, the Zeros, the Ishmaelites and the Kallikaks.

With medicine, psychology and eugenics to develop new lines of thought, and with social, charitable, and educational authorities everywhere revealing the relationship of deficiency to backwardness and truancy, crime and vice, poverty and degeneracy, there has been an arousing of public interest that must now surely be solidified into an insistent demand for the scientific treatment of the present sufferers, and the prevention of the propagation of their suffering in the years to come.

Having spoken first of the great social importance of this problem of feeble-mindedness, and then sketched an outline of the historical development of our efforts in the several fields of education, psychology, biology, sociology and medicine, let us now turn to a consideration of the actual facts surrounding the problem in New York State at the present time. We have stated how the commission approached the question — we here present our findings and then take up the various remedial recommendations we offer as our program for State provision.

### THE PROBLEM IN NEW YORK STATE

More than 30,000 mental defectives are at liberty in the community today. In general these are not cases of which there can be any shadow of a doubt. There are now 21,263 defectives known definitely as feeble-minded who are without restraint or public control. There is no doubt that many more exist in the community, but these have actually been reported to the field workers of the Bureau of Analysis and Investigation of the State Board of Charities.

Each one is a potential pauper, criminal, or pervert. Many of them probably will transmit this defect to their children and their children's children. Each one is so clearly defective as to become known to one at least of our social agencies.

\* In the State institutions created specially for their care there are now 2,939 defectives. In the school and asylum at Randall's Island there are 1,332 more, thus making a total of 4,271 now

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\* These figures are taken from the Report of the State Board of Charities, 1914.

housed in custodial institutions. In each case there is a long waiting list which would be much longer were not the hopelessness of getting patients admitted so well known. In almshouses and city homes there are 1,580 more. It is estimated that the feeble-minded form 15 per cent of the inmates of our prisons and jails, 40 per cent of those in girls' reformatories, and 20 per cent of those in boys' reformatories, thus totalling in all to some 4,500 mental defectives in penal and correctional institutions in the State.

It is absurd to attempt reformatory education with a mentally defective person. The feeble-minded may be trained in good habits but they cannot be given moral judgment. Our reformatory institutions should be kept free from these unmoral people and saved for the great number of those who have become immoral.

To attempt reformation is a gross waste of time and of money. The average cost per inmate in a specially organized institution for defectives is half of the average cost in our reformatory institutions.

#### RESULTS OF PAST NEGLECT

We are clogging up our whole penal system with thousands of defective offenders who are utterly without a conscious realization of their wrong-doing, and mentally unable to resist the further temptations that press upon them when at liberty. We are permitting our almshouses to be used as hibernating centers and lying-in hospitals for the defective vagrant who is roaming the countryside, spreading vice and disease and breeding defective, illegitimate children. We are retarding the development of our normal school children by filling the grades with thousands of feeble-minded who are inherently uneducable. We are permitting the increase of mental deficiency by blinking at the marriage and illicit intercourse of defectives. We are sapping the moral and physical strength of our people by standing in idleness before the ever spreading tide of tuberculosis, venereal disease and social degeneracy that follows inevitably in the wake of amentia.

These facts have long been known to those who have given study to all social questions. They have been presented to the Legislature time and again, but never until now with the accuracy that must compel action. The census of defectives presented in the appended report of Dr. Gertrude E. Hall, Director of the Bureau



of Analysis and Investigation of the State Board of Charities, proves beyond question the great and growing menace of feeble-mindedness throughout our State. The returns from the penal institutions received in answer to a special questionnaire sent out by the Prison Association of New York prove the great number of defectives that are at present burdening our prisons and reformatories. The data obtained from the questionnaires sent out to the principals of schools having ungraded classes in New York, Rochester, Solvay, Buffalo, Elmira, Albany, Schenectady, Mt. Vernon and New Rochelle, show conclusively the number of low grade children that are in urgent need of institutional treatment. The figures of overcrowding in the present asylums and colonies and the testimony of all authorities in the State prove the dire need of an immediate extension of such provision.

And finally the special intensive survey of Westchester county made by Dr. Hall and her staff and by Dr. Eugene H. Mullan of the United State Health Service presents a dramatic picture of the distress and misery caused in one county by the neglect and false economy of our public officials.

If these facts and figures shock the State to action well and good. But that action should be highly practical, intelligent and far reaching. From now on every step taken in the care of the mental defectives must be part of a broad constructive program. Before putting forward the one we offer to offset this great social need, we believe it is necessary to go deeper into the constructive criticism of our present method of attacking the problem. Thus we shall here speak of the inadequacy of our present care and show first the impossibility of making proper diagnoses of those who appear subnormal; second the embarrassments and difficulties met by our overcrowded institutions; third, the present confusion, waste and inefficiency of our special educational schemes, and lastly the utter ignorance and neglect of this serious problem in the other departments of government and society.

## CHAPTER II

## MENTAL DIAGNOSIS

1. *In Schools*

In no city in this State is the work of diagnosing and providing for defective children in the public schools adequately conceived and supported. The problem is still so new and its implications so extensive and costly that our educational systems have been unable to keep abreast of its needs. There has been a great deal of time and energy wasted in the last 20 years since the ungraded classes were established, in bitter contention and rivalry with those who were anxious to extend the capacity of the public institutions or assert the authority of other public departments in the mental examinations of the school children. But all too little attention has been paid to the far more important task of correlating all the factors essential to a campaign against feeble-mindedness. Schools, clearing houses, laboratories and institutions are all necessary. Teachers, psychologists and psychiatrists, social workers, public officials, scientists and specialists must all work together since their work must be supplementary.

The larger cities in New York have developed a local system of mental examination which is largely a makeshift dependent upon local history rather than upon correct theory. Thus in Rochester the Board of Education has organized a Bureau of Child Study which is making its examinations through its own physician and staff. Already it is being used by the juvenile court and other officials and is rapidly being forced to undertake more than it has the time and money for. This is clearly recognized by the authorities and by the people of Rochester who are unanimously in favor of a State wide system of psychopathic clinics for mental suspects of all ages and from every department.

In Buffalo the schools depend upon the medical inspectors of the Board of Health, and all are agreed that these officials are already overburdened with work and cannot give time to a thorough mental examination of school children. The courts, charities and other social agencies have to depend upon the assistance of private physicians or those from the State Hospital for the

Insane. This is far from satisfactory since the need for such mental examinations is far in excess of the number of those competent to give them and as a result grave mistakes are being made by the punishment of those who are not mentally responsible for their own faults.

Similar conditions exist in the smaller cities of the State, notably Utica, Schenectady, Elmira and Albany. In each of these communities the educational authorities are struggling to meet the pressing need for special classes for the exceptional child, but in no one of them is there adequate provision for the scientific diagnosis of the mental status of these children.

An interesting study was made of the truants and delinquents in the Albany schools last year which showed mental subnormality present in 75 per cent. of these wayward children. When given the special training and attention accorded the retarded, the delinquency largely disappeared or was in all events temporarily subdued. This but goes to show that had these children been properly examined prior to the period of their waywardness, the State might have been spared much trouble and expense and the individuals kept from the temptations which because of their mental condition they could not resist.

In the city of New York the system is naturally more extensive than in the smaller communities, but on the other hand, because of the very size of the problem it is in some ways less adequate than elsewhere. Here the children who are suspected by the teacher or principal as being subnormal are referred directly to the supervisor of ungraded classes and examined by the physicians and their psychological assistants retained by the department for this special purpose. These physicians are supposed to visit each school district at least twice a year. So huge is the problem, however, in this school system which has jurisdiction over more than 750,000 school children that it becomes a physical impossibility for these physicians to cover the field. Thus there are many children retained in the regular grades who are without doubt defective. This naturally tends to choke the whole educational work in these grades and often to retard the development of the other pupils.

In speaking of the restricted appropriations for special class

work Mrs. M. C. Ford, Secretary to the Committee on Education of the Board of Estimate and Apportionment, said:

"The estimate of the department of education for 1915 as originally printed was subsequently revised and certain very substantial reductions were made in the item for ungraded work by the Board of Education itself. Subsequently they requested the reinstatement of certain items for supplies and equipment which they themselves had withdrawn. This request came after the figures had been finally made up and was denied. I feel sure that the Board of Estimate and Apportionment has never been fully convinced that it had adequate scientific facts at its command to determine accurately and scientifically just what appropriations for this particular feature of the work might be justified from time to time. You will appreciate of course that it is not an easy thing to pile up, with our growing school appropriations, large sums of money for a division of work which is still so largely in an experimental stage. We are not fully satisfied that a scientific method is employed at every point in the public school system of the city in the matter of making a determination as to whether or not a given child is a defective or not. Of course it is fundamentally important before we make appropriation for so-called defective children that we be sure on that point, that the children so selected are selected by scientific methods and that the provision requested is for only such children as should be included in these classes."

Two years ago Dr. Henry H. Goddard, Research Director for the Vineland Training School, made an investigation of the work of these ungraded classes for the Committee on School Inquiry of the Board of Estimate and Apportionment in which he stated that there were conservatively two per cent. or 15,000 defectives in the public school system. The soundness of this estimate has been questioned by Miss Farrell, the supervisor of ungraded classes. It is not desirable here to defend either side of this contention, but it is necessary to indicate it, and also the estimate made in the report on provision for exceptional children made for the United States Bureau of Education by James H. Van Sickle,



Superintendent of Public Instruction, Springfield, Mass., Lightner Witmer, director of the Psychological Laboratory of University of Pennsylvania, and Leonard P. Ayres, director of the Department of Education, Russell Sage Foundation. That report states as follows:

\* "If all of the children in our public schools could be ranked according to their intellectual abilities, it is probable that a rough classification would group them about as follows:

Talented .....	4 per cent.
Bright .....	92 per cent.
Normal .....	
Slow .....	
Feeble-minded .....	4 per cent.

"The four per cent. here designated as feeble-minded may for administrative purposes be divided into two groups. The lower one includes about one-half of one per cent. of the entire school membership and consists of children of the lowest grade of mentality found in the public schools. They are genuinely mentally deficient, and can not properly be treated in the public schools. They are institutional cases, and should be removed to institutions.

"Ranking just above these are the remaining three and one-half per cent. who are feeble-minded but who can be given a certain amount of training in special classes in the public schools. This is not the sort of treatment that they should ideally receive, for few of them can ever become independent members of the community, but it is the sort that they should have if they are to be dealt with at all by the public school systems as now constituted.

"The foregoing statements in regard to this lowest group in the intellectual scale are of necessity based on meager evidence, for the reason that few comprehensive psychological surveys of entire systems have been conducted. They represent the conclusions arrived at by those who have conducted such investigations as have been made."

In the admission that both these estimates are based on too scanty an array of facts and too faulty a method of judgment we must be careful not to overlook their significance. Dr. Eugene H. Mullan, after a very thorough examination of one school in Yonkers declared that nine out of the 1,100 scholars were clearly low grade institutional cases of mental defect and eleven others were suspiciously subnormal. Disregarding for the moment the difference between retardation and feeble-mindedness, this result—twenty out of 1,100 comes surprisingly close to Dr. Goddard's percentage. Moreover in a reprint of his report Dr. Goddard maintains:

\* "While no importance is attached to the estimate of 15,000 defectives, if it were only half that the conclusions in the report would remain the same—the indications are strong, and from many sources, that two per cent. of the school population is an underestimate of the number of mental defectives in any community."

It is surely true, aside from all estimates, that there are a great many more subnormal children in the school population of New York City than the 3,000 that are being cared for in the ungraded classes. And this is typical of conditions in all our cities. The testimony of teachers and principals all over the State prove that nowhere is the care extensive enough numerically. This is due first to the lack of financial support given this particular form of educational work and second to the incoherence of the present method of diagnosis and care of the subnormal child extant in the school systems.

#### CLASSIFICATION OF DEFECTIVE SCHOOL PUPILS

Moreover the system of classification of these definitely diagnosed as feeble-minded is not adequately carried out in our school systems. Although in the larger cities there is an attempt made to group together in rough classifications the children in similar mental capacity it is found impracticable to do so to any satisfactory degree. Thus we find, in the same class room, defectives of all types and ages. It is without doubt impossible and per-

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\*School Training of Defective Children, 1914.

haps unnecessary anywhere in schools, institutions or in the community to make such groupings accurately according to mental ability, but it is of the utmost importance that the classifications be sufficiently thorough to assure the development of each defective to the highest possible point of his happiness and usefulness. Thus it is wrong to place the high grade borderline subnormal child together with the low grade imbecile. Yet this practice is all too common in our schools today.

As proof herewith we present tables showing the difference between the actual and mental age of school children in the same classes. These are taken almost at random from the questionnaires returned to us by the principals.

These questionnaires were first prepared by the Secretary in collaboration with Commissioner Duggan. Upon the request of Hon. William H. Maxwell, Superintendent of Schools for New York city, they were revised by the Census Bureau of the Municipal Department of Education, and adopted after conference with the authorities of the State Department of Education. Even with the care with which they were prepared, they proved of little real value except for the recording of these age tables for the scholars in the ungraded classes. It was impossible to correlate the few facts brought out by the answers to the other questions which attempted to deal with the social and economic factors in the child's life. The data relative to the place of birth of the children and their parents were so unreliable and incomplete as to prove of no real value whatsoever.

But in presenting these comparisons between the mental and actual age of the special class pupils, the Commission feels that a condition is revealed that needs the most careful and thorough investigation on the part of all educational experts. Both local and State Departments of Education must pay particular attention to the better training and supervision of those mentally subnormal who are to be entrusted into their care.

# NUMBER OF YEARS DIFFERENCE BETWEEN ACTUAL AND MENTAL AGE OF 135 CHILDREN IN 9 UNGRADED CLASSES IN NEW YORK STATE

SCHOOL NO.	City	Number of children	NUMBER OF YEARS DIFFERENCE BETWEEN ACTUAL AND MENTAL AGE															N. R.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																	
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Surely, it is unfair to the individual development of these children to keep such diversified types in the same room and under much the same instruction. The low grade children should be sent away to institutions and the capacity of these enlarged. Over the higher grades even more careful watch should be kept. They should be studied individually, and given such special instruction as best fits and trains their individual capacity. As with normal people, temperament and habit play a great part in the development of the moron type of defective.

As our knowledge of mental analysis grows keener, we are discovering in our school children not only mental defect but also the symptoms of disease which may later break out into dementia praecox or other forms of insanity. Thus we are coming to the time when we may be able to recognize dementia before it becomes pronounced and may determine methods of overcoming it before the individual becomes a social danger. This new skill makes it even more imperative than ever that we establish a system of social and psychiatric examination of all those who early in life show a marked differentiation from normal mentality. We must perfect our system of diagnosis so that it may permit a judgment of each exceptional individual based on all the facts that bear upon his character. We must combine herein the gentlest tact of the pedagogue and social worker with the keenest skill of the psychologist, physician and psychiatrist.

The system of diagnosis in our schools has never been forced ahead in self development in part because of the futility of making scientific examinations when the facilities for caring for those thus noted as uneducable were always inadequate. The Compulsory Education Law permits the school authorities refusing to admit the idiot and low grade imbecile. But many of this latter class are brought to the schools by overburdened parents and are accepted because there is no other place in the community for them. Expressing the viewpoint of those interested in the school care of such pupils Miss Eleanor H. Johnson of the Public Education Association says:

“The question comes up again and again, why do the schools care for these children when they should be in in-

stitutions? It seems to me that it is not enough recognized that we must deal with conditions as they are and that the schools provide for the giving of education as the law stands. And if that is so, all children must be registered and classified within the schools."

Mr. Howard Nudd of the Public Education Association also says:

"Under the laws of the state the parents have a right to send their children to school. They can and they do send them to school. They are there and being there it is up to the school to handle them. They can not compel them to go into institutions even if they would, but with this problem on their hands it seems that the logical thing for them to do is not to leave them in the ordinary classes but to put them in the ungraded classes, however incomplete the science of this subject may be as to their best treatment."

It appears to the Commission, however, that no real effort has been made by the public school authorities to get the State authorities to make the additional provision necessary to receive the low grades in State custodial asylums.

## 2. *In Courts*

Our public institutions for mental defectives are pitifully inadequate to meet the need. Because they can accommodate such a handful of the feeble-minded in the State, judicial authorities have considered the matter of commitment as hopeless and have sought other methods of care and training.

Thus although a law was passed last year giving the courts power of commitment over the feeble-minded it has been utilized in but a few instances, because of the lack of place to which they may be committed. This law, while a step forward in our whole attack on the problem of the defective and delinquent, will remain a dead letter until sufficient accommodation is made by the State to care for those who come under its provisions. Meanwhile, the judges of our criminal courts are forced to repeat again and again

the tragic farce of sending to a reformatory or correctional institution those who are mentally subnormal and thereby socially irresponsible.

Here too as in the schools the first problem is the determination of the mental status of those who show subnormal tendencies. Nowhere in the State is there an adequate system of psychiatric examination of delinquents before they are tried and sentenced. In New York city many of the judges have made use of the Clearing House; elsewhere private physicians or experts from municipal and State departments are often consulted, but up till the present no attempt is made to carry out this examination on any broad and systematic basis.

The Legislature of 1912 provided for the appointment of medical examiners for the Children's Courts of New York. The application of this law might do much good though it would be infinitely better to join this system and those in the schools, courts for adults, and charities into one unified co-ordinate bureau of government if the greatest results are to be achieved.

Except for the Clearing House in New York, no definite attempt has been made to include a mental diagnosis as an inherent part of our public machinery for the adjudgment of those adults who become dependent or delinquent. In consequence we find mental defectives in all our reformatory and correctional institutions who not only can never be substantially benefited therein, but who become a disturbing factor in the work and discipline of our prisons.

### DEFICIENCY AND CRIME

Many studies have been made to determine the exact percentage of these defective delinquents in institutions throughout the country. At Elmira Reformatory Dr. Christian states that 39 per cent of the inmates are feeble-minded; at Bedford Reformatory the experts working there under the Laboratory of Social Hygiene report 22 per cent of their charges as defectives, as State Training School at Hudson 20 per cent of the commitments in the last year have been returned to the community as being too deficient for reformatory treatment.

The penal institutions of New York city and the county jails reported to the Prison Association as follows:

Place	Feeble-minded	Population	Per cent
Workhouse, Blackwell's Island.....	220	1,554	.14
City Prison, Brooklyn.....	28	495	.06
City Prison, Queen's Borough, L. I. City.....	1	281	.03
Branch Workhouse, Hart's Island.....	152	836	.18
Reformatory, Hart's Island.....	19	447	.04
Penitentiary, Blackwell's Island.....	53	1462	.03
City Prison, Manhattan.....	52	703	.07
Total, New York City.....	525	5,778	.09

Place	Feeble-minded	Population	Per cent
Lowville .....	0	15	..
Albany .....	47	500	..
Rochester .....	6	513	..
Richmond .....	0	37	..
Poughkeepsie .....	1	47	..
Ovid .....	0	0	..
Elizabethtown .....	1	25	..
Kingston .....	0	32	..
Albion .....	0	25	..
Watertown .....	1	58	..
Canandaigua .....	2	31	..
Riverhead .....	10	108	..
Binghamton .....	0	32	..
Newburgh .....	0	27	..
Elmira .....	0	15	..
Total County Jails.....	68	1,465	.046

These estimates are more conservative than many that have been made elsewhere in the country. Thus Dr. Goddard in his recent work on "Feeble-Mindedness," published in 1913, gives the following table:

*Percentage of Defectives Among Inmates of Institutions*

	Per cent defective
St. Cloud, Minnesota, Reformatory.....	54
Rahway Reformatory, New Jersey (Binet)*.....	46
Lancaster, Massachusetts (girl's reformatory).....	60
Lyman School for Boys, Westboro, Massachusetts.....	28
Pentonville, Illinois, juveniles .....	40
Massachusetts Reformatory, Concord .....	52

\*Tested by the Binet scale.



	Per cent defective
Elmira Reformatory .....	70
Geneva, Illinois (Binet) .....	89
Ohio Boys' School (Binet) .....	70
Ohio Girls' School (Binet) .....	70
Virginia, three reformatories (Binet) .....	79
New Jersey State Home for Girls .....	75
Glen Mills Schools, Pennsylvania, girl's department . . .	about 72

It is interesting to contrast this table with the one presented by Dr. Hastings Hart in a paper read before the American Prison Association in November, 1912:

Institutions	Per cent mental defective
New York State Reformatory, Elmira* .....	about 37
New Jersey State Reformatory, Rahway* .....	about 33
New York Reformatory for Women, Bedford* .....	about 37
Massachusetts Industrial School for Girls, Lancaster . . .	about 50
Maryland Industrial School for Girls, Baltimore .....	about 60
New Jersey State Home for Girls, Trenton .....	about 33
Illinois State School for Boys, St. Charles .....	about 20

It is particularly interesting to note the marked difference in the estimates given for the same institutions. Dr. Goddard makes the statement following his table that:

"The percentages above given are not in all cases the official figures given out by the examiners, but are the author's interpretation based on the facts given in the reports.

"Unfortunately we cannot average the percentages because the reports from which these figures were taken do not always state the number of persons upon whom the estimate is made.

"A glance will show that an estimate of 50 per cent is well within the limit. From these studies we might conclude that at least 50 per cent of all criminals are mentally de-

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\* The figures given for the adult reformatories at Elmira, Rahway and Bedford probably include a small number of insane persons, though the great majority are feeble-minded.

fective. Even if a much smaller percentage is defective it is sufficient for our argument that without question one point of attack for the solution of the problem of crime is the problem of feeble-mindedness."

Miss Augusta F. Bronner, assistant director of the Psychopathic Institute, connected with the Juvenile Court of Cook county, Illinois, in her study of the proportion of feeble-mindedness among offenders, concludes as follows:

\*"(1) All studies of offenders are based necessarily on a selected group.

(2) Studies made in institutions deal with a highly selected group.

(3) All such studies are necessarily unfair representations of the whole body of offenders.

(4) Studies made in courts just prior to or immediately following trials are subject to grave errors, due to the attitude of the examiner, examinee, or both.

(5) External factors which act as handicaps to the examinee are sometimes involved.

(6) The use of inadequate tests and errors in procedure invalidate the results given in numerous studies previously published.

(7) On the basis of a study of more than 500 cases in a group as little selected as is possible to obtain, we find the percentage of feeble-minded to be less than 10 per cent, while the group of those normal in ability exceeds 90 per cent."

It is very necessary that we are thus brought back to a reasonable measure of subnormality among delinquents but on the other hand we must consider this last estimate as conservative to a fault and open to the very same criticism — since it is based on but 500 cases — which Miss Brenner rightly places on other estimates less carefully made.

The Great Britain Royal Commission on the Care of the Feeble-Minded, which made the most elaborate study of this question ever

\*A Research on the Proportion of Mental Defectives among Delinquents, *Journal of Criminal Law and Criminology*, 1914.

undertaken, states that it is extremely conservative to estimate 10.28 per cent. of all prisoners are mental defectives.

Dr. Walter E. Fernald, the Superintendent of the Massachusetts School for the Feeble-Minded at Waltham, and one of the leaders in this work in America, places this figure at 25 per cent.

So in estimating the number of feeble-minded prisoners as 20 per cent of the total population of our penal institutions, the Commission is well within the bounds of reasonability and is proven to be correct by the studies made among selected groups in such institutions for offenders in New York.

#### DIAGNOSIS MUST PRECEDE TREATMENT

We must not wait until the offenders of the law are sentenced and committed to prisons and reformatories before examining into their normality. The diagnosis of mental status must enter into the conduct of the case and the decision of the judge prior to criminal action against an offender who is suspected of being feeble-minded. And as in the case of school children, this examination must be as thorough as is possible with our present knowledge and must include all the work of social workers, psychologists, physicians and psychiatrists. As a guide in interpreting the offense and the latent tendency further to offend, we must bring to bear in each case the social, economic, hereditary and personal history of the individual as well as his physical, psychological and pathological condition.

#### DEFICIENCY AND PROSTITUTION.

There is no one class of offenders which stands in more crying need of such a system of examination than the prostitute. As society faces this most intimate social problem with increasing sincerity, it realizes more and more clearly that the prostitute is all too often mentally irresponsible for her own ruin.

Again if we attempt to estimate the percentage of fallen women who are feeble-minded, we find it impossible to base our ideas with any satisfactory exactitude. The studies that have been made are based on too small a number to give scientific authority to their conclusions. Yet they were all done with extreme care and thoroughness and are truly significant.

The Massachusetts Commission for the Investigation of the White Slave Traffic, so-called, reports that of the prostitutes examined 51 per cent were feeble-minded. One hundred sexual offenders from each of the following groups were thoroughly examined without any further process of selection.

1. Young girls under sentence in the State Industrial Schools.
2. Those awaiting trial in the Boston Detention House.
3. Those serving sentence in correctional institutions.

The table of results is as follows:

THE MENTILITY OF THE PROSTITUTE\*

	EXAMINED AT —			Totals	Per cent
	Prisons	Detention house	Industrial schools		
Feeble-minded.....	54	46	54	154	†51
Insane.....	4	.....	7	11	†3
Normal.....	42	54	39	135	45
Total.....	100	100	100	300	100

Dr. Edith R. Spaulding, physician at the Massachusetts Reformatory for Women, reported that of 205 sexual offenders, there examined, over half were found to be mentally defective. Her complete table follows:†

	Cases	Per cent	
Mentally good .....	43	20.9	} 32.6
Mentally fair .....	24	11.7	
Mentally dull .....	30	14.6	....
Mentally subnormal ....	62	30.3	} 52.8
Moron .....	45	22.5	
Imbecile .....	1	....	....

Total cases ..... 205

The State Board of Charities and Corrections of Virginia is just completing a study of the women in the red light district of Richmond. Out of 120 women tested by the Binet scale, only 20 or 18.6 per cent were found to be normal. Dr. Olga Budgman of

\* Report Massachusetts Commission on Investigation into the White Slave Traffic, 1914.

† Paper at National Conference of Charities and Corrections, 1914.



the Reformatory for Girls at Geneva, Illinois, records that in her opinion out of the 104 girls committed there for immorality 97 per cent were mentally defective.

These high percentages are terribly significant, even if exaggerated, for they show the cruel wrong of sending a girl to a reformatory for immorality for which she cannot in any way be blamed and where she cannot in any way be helped. If we turn our attention to New York we find that there is available no suitable method of examining these unfortunate young girls at the time they are first brought into court for a sexual offense.

The New York Probation and Protective Association has long urged the erection of a detention home in New York City where these girls might be mentally examined by a commission of experts. Until such a place is established in every large center of population the judges have little choice other than to place the girls on probation or commit them to a reformatory.

Many of them make use of the Clearing House for Mental Defectives and also of the few private clinics in the city, but the accommodations are far too limited to fill the need.

One hundred and forty girls who had been arrested for prostitution were examined by Dr. Ellis, psychologist of the New York Probation and Protective Association. Out of this number 29 or 20 per cent were adjudged to be so deficient mentally as to require permanent institutional care.

Of 62 girls arrested for the first time and placed on probation by the Night Court of New York City in charge of the Spanish and Portuguese Sisterhood 10 or 16 per cent were found to be feeble-minded. We have already quoted the estimate of 37 per cent made by the superintendent of the Bedford Reformatory. A more thorough study has been made there since the completion of the beautiful new reception house and laboratory of social hygiene:\* which shows that of the first 100 girls observed, 20 were definitely feeble-minded and in need of permanent custodial care.

The laws of the State require that these defective girls be refused retention in reformatories and be returned to the local authorities. The regulation reads as follows:

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\* Report of Bureau of Social Hygiene, 1914

*Return of Females Improperly Committed*

\* "Whenever it shall appear to the satisfaction of the board of managers of any such institution, that any person committed thereto is not of proper age to be so committed or is not properly committed, or is insane or mentally incapable of being materially benefited by the discipline of any such institution, such board of managers shall cause the return of such female to the county from which she was so committed. Such female shall be so returned in the custody of one of the persons employed by such board of managers to convey to such institutions women committed thereto, who shall deliver her into the custody of the sheriff of the county from which she was committed. Such sheriff shall take such female before the magistrate making the commitment, or some other magistrate having equal jurisdiction in such county, to be by such magistrate resentenceed for the offense for which she was committed to any such institution and dealt with in all respects as though she had not been so committed. The costs and expenses of the return of such female, necessarily incurred and paid by any such board of managers, shall be a charge against the county from which such female was committed, to be paid by such county to such board of managers in the same manner as other county charges are collected."

Later we shall speak of the wrong done both to these mentally defective girls and to the mentally normal inmates of these reformatories, by keeping them together in the same institution. The point here that cannot be emphasized too strongly is the great waste of time, effort and money in sentencing and committing the prostitute before making a thorough examination of her mental capacity.

As in the care of subnormal school children the thousands of offenders against law are being subjected to a social treatment that is grossly extravagant, pitifully inadequate and cruelly unscientific. Before definitely determining the ability of a child to take advantage of educational opportunities, or to respect the rights and

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\* Manual New York State Board of Charities.

duties of morality and citizenship, a thorough examination of their heredity, environment and training and a complete diagnosis of their physical and mental capacity should be made. Such examination and diagnosis must be made when the individual first shows symptoms of marked retardation or serious delinquent tendencies.

#### DEFICIENCY AND DEPENDENCY

Moreover, this is also true of the thousands who are unable to earn their own support and become dependent upon the community. Our census shows that 9 per cent of the inmates of the county almshouses are feeble-minded. A study of vagrancy made by the Superintendent of the New York City Municipal Lodging House last year showed that 12 per cent of these dependents were definitely defective mentally. In her review of *One Thousand Homeless Men*\* Mrs Solenberger says:

“The condition of the feeble-minded man or boy who is found among the homeless is, if possible, even more pitiable and more hopeless than that of most of the insane. For even when he falls into the hands of persons who would gladly try to remove him from the road and provide care for him, in most instances little or nothing can be done in his behalf, for the reason that, after he has passed the age of sixteen, he is not eligible for admission to any institution for the feeble-minded in the United States, except in Massachusetts. The only other institution in which he may be placed for care is the poorhouse, and since in most States he is only *admitted* and not *committed* to this, it is of but little avail to send him there; he will almost invariably wander away and be again upon the road within a short time.”†

The Russell Sage Foundation in its survey of Newburgh, N. Y., found that 4 per cent of the dependency was due to mental deficiency. Again we find the great variance in estimates made by different authorities, for Dr. Goddard in his recent book states it as ‡ “highly probable that at least 50 per cent of the inmates of our almshouses are feeble-minded.” But again

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\*Survey Association, 1914.

† New York State has adequate legal provision for the commitment of such cases, but has not sufficient accommodations for their care.

‡ Feeble Mindedness, Its Causes and Consequences, 1914.

statistics, while helpful, are not strictly necessary, for we have known for a long while that there are thousands of feeble-minded in the community who always have been and will be dependent. Mental deficiency forms a great burden of cost upon the overseers of the poor who are forced to give outdoor relief year after year, because the State has not provided adequately for the proper care of institutional cases. It is a definite part of the problem of all charity work, public and private. Often years of time and thousands of dollars are wasted by philanthropic organizations in a vain attempt to rehabilitate a family who, upon proper examination, is found to be so mentally defective as to be utterly beyond the reach of such social efforts.

Dr. Moore, in her report to the Public Education Association, cites a case of "Minnie H." who was known to the Charity Organization Society of the City of New York for ten years. Dr. Moore says:\*

"A glance will show the great amount of normal energy that has gone to waste in trying to fit her for a place in the world and keep her from actual suffering. In addition she has taxed the resources and ingenuity of the St. Vincent de Paul Society, the parish, various friends, several hospitals, several dispensaries, and other city institutions. Commitment at the proper time would have resulted in an enormous saving of money and of vital strength that should not have been spent unproductively. It would have prevented the bringing into the world of three unfit children, and it would have resulted in turning a wasteful drag upon society into a useful member of it, contributing largely to her own support."

Throughout the work of all social agencies, official and voluntary then, we see the dire need of a public system of mental diagnosis that will reveal the intellectual status of the individual prior to treatment. This system must be granted full authority to standardize the methods of diagnosis to be used throughout the State.

At present patients are sent to State custodial asylums by the poor authorities upon certification by a physician. But as the

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\* "Feeble Mindedness in New York City," 1911.



diagnosis of mental defect requires the expert services of psychologists and psychiatrists, these certifications are in many cases of little real value and the patient receives his first real examination after admission to the institution. Each superintendent conducts his own investigation and reports to the board of managers recommending the retention or the rejection of the new patient. Even in our most modern asylums it is impossible to carry on such examinations with the proper degree of care and thoroughness. It becomes over costly to send out field agents to look up the family and personal record of the patient, and the records of commitments made out by the county officers are for the most part inaccurate and unintelligent. The superintendent has not the time nor the facilities to do more than give a rough physical examination and a Binet test. As a matter of fact, the patients are admitted wholesale and then later carefully observed for months before a complete diagnosis is made. While it is eminently proper to have such a continued period of observation, it is wrong, even criminally wrong, to keep a normal-minded person under observation in an institution for the feeble-minded. Yet because of the lack of adequate facilities it is surprising how few mistakes of this kind are made.

Dr. Bernstein, superintendent of the Rome State Custodial Asylum, last year reported to the State Board of Charities that there were 52 children apparently of normal mentality in the institution. The Bureau of Analysis and Investigation at once undertook a thorough study of these cases, and reports that 5 of these 52 are absolutely normal and that 8 others are so near the borderline as to require even further observation before a final judgment could be made.

Five children are but a few and yet they are enough to prove the horrible cruelties and injustices possible under our present lax methods of diagnosis. These five little children, wrongly committed to a State asylum for the feeble-minded, although they themselves are potentially bright and able, must rouse us all to action.

The need for such clinics is shown in another way by our State institutions. With the pressing need for accommodations, the schools and asylums have been forced to take those who are sent

them without attempting in any serious constructive effort to differentiate between the degrees of defect or the tendencies toward delinquency. It is intended that the institution at Syracuse should be maintained for the higher grade juvenile defectives, Rome for the male adult feeble-minded and Newark as a custodial asylum for women only. But this intention has never been carried out, except in the case of Newark, and in consequence we find at both Rome and Syracuse patients of all ages, both sexes and all grades and kinds of deficiency.

Later we will wish to revert to this and point out the benefits to be derived from a strict classification of these institutions. But here we wish to indicate the necessity of establishing a uniform system of admission based on a standardized method of diagnosis, in the control of a State authority that will have power to recommend the further provision for each patient.

#### THE FIRST DUTY — ADEQUATE DIAGNOSIS

Thus we have reviewed the work of the schools, the courts and the charities and the institutions, and shown that, throughout, the first great need is the creation of public machinery for the scientific determination of the mental capacity of those who fall behind the normal standards of educability or of moral conduct. We have shown the beginnings of such work in the various branches of government throughout the State. These ventures should be encouraged and extended as far as possible. There should be clinics where proper social, physical and psychiatric examinations could be made which would be available to any and all agencies, public or private, that stand in need of such advice. Instruction should be introduced in all normal schools, schools for nurses, teachers and social workers, so that those who come in contact with the dependents and delinquents will at least understand the problem of feeble-mindedness and know how to deal with it. Moreover, special courses should be given in all post-graduate colleges and in medical schools on the etiology and pathology of mental deficiency, so that gradually we will have a number of men competently trained in psychopathology and psychiatry to deal with the subnormals in the community.

## BOARD OF MENTAL RESEARCH

But while it is necessary that this work of examination be extended and encouraged, it is even more essential that it be co-ordinated and regulated by one central State authority which shall have final jurisdiction over all mental diagnosis and research.

## OUT PATIENT WORK

The official examiners for this Board or for any of the clinics which it licenses should be made available for use in any community of the State. In Massachusetts, Dr. Fernald has opened out-patient stations in Fall River, Lowell and Lawrence, to which he sends representatives of his staff upon the request of the local authorities. The results have been highly satisfactory. Here in New York the establishment of such a system would be of the greatest service in the smaller cities and rural districts, which are not now served by any clinic or staff of experts.

Without any considerable expenditure of money or the creation of any unmanageable machinery, the entire State would thus be enabled to care for its unfortunates after a standard scientific examination of their mental ability and the authorities in all localities would be helped to deal with those who come under their jurisdiction intelligently and constructively.

## CO-OPERATION WITH ELLIS ISLAND

This Board should also work in close cooperation with the United States Health Service which now stations physicians at the Immigration Station at Ellis Island. And now, when the European war has caused a pause in the work of this station, we are presented with an unusual opportunity to work out a scheme of cooperation that will stand in good stead when the tide of immigration again sweeps in.

At present the doctors work heroically to turn back all cases of mental deficiency that attempt to land in this country. But because of the terrible pressure of work, the inadequacy of the accommodations and the small number of the staff, it is impossible to achieve complete success. Moreover, in no other field is it as difficult to make a scientific diagnosis. For not only are the language difficulties many, but the immigrant, particularly if

detained, is excited and disturbed, so that it becomes impossible to test his capacity in any fair way. Dr. Eugene H. Mullan, of the Service, states that of each one hundred immigrants suspected of mental defect upon arrival and detained, ten are held for further observation; of these ten, two are deported. Thus only those who are of a distinctly low grade of mentality are sent back to Europe and the others, if they pass the other requirements, are admitted to this country.

### RESEARCH

Moreover this Board should have the power to direct research into the causes of mental deficiency. The fields of biology, psychology and medicine are rich in promises of future discoveries which shall help humanity rid itself of the curse of feeble-mindedness. While as yet the light of hope for cure and prevention is very dim, it burns nevertheless and needs but the care and attention of the scientist to make it glow into reality. It is the duty of the State to assist such research and this Board should be empowered and given adequate financial support to carry on experimental work. This is surely as important a conservation of natural resources as the keeping of the forest or the caring for the animals. Human life and human welfare are at stake and the State must invest generously in all studies and movements that will some day ensure social sanity.

### PUBLIC EDUCATION

And further this Board should undertake and encourage the training of the people in the prophylaxis of mental defect. The legal prevention of marriage among defectives is of doubtful value, since it in no way prevents their cohabitation. Only by generations of education can we bring about a public opinion that will be sufficiently sound and strong to make impossible the propagation of feeble-minded children. This must become one of the most important features of such a Board of Mental Research.



## CHAPTER III

## THE CARE OF THE FEEBLE-MINDED

As a necessary corollary to a State system of psychiatric diagnosis, comes the question of the care of those found to be mentally defective.

At present New York has provided a double system of institutions and of special classes in the public schools. There is little use in discussing which of the two forms the real solution to the problem, since both are essential and complementary. It is not a question of choice between them, but rather a development and coordination of them both so that there will be no more duplication and consequent waste of energy.

The State psychopathic clinics form the necessary link between the school and the institution and make possible a simple and complete program of care which can most readily and most economically be extended to include all the feeble-minded in the State. Since this program needs only the extension and co-ordination of ideas already in practice, it will not be necessary to go into a lengthy discussion of the points involved. As in the previous chapter, we shall take up in order a consideration of the proper care of the subnormal in the schools, the courts, the charities and the institutions.

1. *In the Schools*

It has already been laid down as a fundamental principle that the State can in reality interfere with individual rights and personal liberty only when an individual becomes dependent or delinquent. This holds true for school children, but can properly be interpreted to mean that the public authorities have the right to judge of the dependency or delinquency. It is this interpretation that gives the school authorities the right to place a backward child in a special class just as it places a tubercular child in an open air room, or sends a truant to the disciplinary school.

The right of such classes is then beyond question; but their justification depends on the wisdom with which they are conducted. The basic step here is a clear conception of the exact function of

the ungraded work for children who are unable to keep up with the grades.

The public schools have always barred the idiot from their doors. Against the presence of the low-grade imbecile the authorities have met with less success — perhaps because of the inadequacy of our institutions. For some reason boards of education have been loath to admit that they have this class of defectives in their schools, and yet in the following table made up from the questionnaires returned by the principals, it is easy to see what a large number there really are. It is to be noted here of course that by each successive gradation showing the number of years of retardation we are naturally including an ever-increasing number of older children who are dragging along with others much smaller and younger in all but intellect.

TABLE SHOWING THE NUMBER OF YEARS OF MENTAL RETARDATION OF 2,217 SCHOOL CHILDREN IN UNGRADED CLASSES IN NEW YORK STATE

CITY	Number of schools	NUMBER OF CHILDREN WITH YEARS OF RETARDATION										More than 10	Total
		0	1	2	3	4	5	6	7	8	9	10	
New York:													
Manhattan.....	33	14	43	100	155	107	101	49	44	26	11	8	662
Brooklyn.....	38	8	31	99	116	110	84	62	38	18	12	14	606
Bronx.....	5		2	11	36	14	11	2	9	6	4	2	98
Total, New York city	76	22	84	210	307	231	196	113	91	50	27	24	1,366
Mt. Vernon.....	1					3	1	5		2	3		14
Schenectady.....	4					33	25	14		1	1		90
New Rochelle.....	2		3	11	10	8	2	3	4				45
Albany†.....	6			6	13	31	23	15	1	4		2	107
Buffalo.....	6			10	13	28	23	18	9		3		113
Rochester.....	18		4	30	78	95	94	82	38	15	3		440
Elmira.....	2		5	2	4	3	7	3	2	1			22
Solvay.....	1			6	4	3	4	3					20
Total.....	116	22	96	275	442	435	375	256	160	77	38	26	2,217

\* Mental age higher than physical age.

† This includes 14 children who have left school but are under observation under a "follow up" system by a specially trained nurse.

Wherever the shading borderline may be placed between the backward and the defective child it is obviously wrong to handle in the same curriculum and under the same regulations normal children and those more than ten years behind their proper intellectual standard, yet in the great city of New York, where these ungraded classes have been zealously developed for the last twenty years, we find twenty-two children who are apparently of normal mentality and thirty-four who are ten or more years retarded.

Miss Farrell, the supervisor of these classes for the municipal department of education, has given excellent testimony on this point. She said:

"The ideal is to grade the classes on sex, mentality and age. One public school has seven classes, but as a general thing there is one class in a school. We have realized that there are so many of the high grade mental defectives that we can hardly hope to segregate all. In addition to this is the Anglo-Saxon ideal of a parent's right to his child, which will for many years make difficult any wholesale method of segregation. It follows then that they must be trained and educated in the public schools if they are to be educated and trained at all. The school is the only organization which has the machinery to get under observation all the children of the city. This observation is essential in all cases of the lighter grades of mental variation. It is conceded that all so-called idiotic cases are not properly public school charges. How they are to be cared for and what this care should be are still subjects for discussion."

Here then Miss Farrell sets down as fundamental the two principles that the high grade mental defective in America is entitled to a public school education and that the "so-called idiotic cases" are not properly public school charges. Thus this problem of school care versus institutional care is again one of diagnosis as to the degree of feeble-mindedness or retardation existent in each child.

These definitions bring us back to our problem of education in the ungraded classes in our schools to-day.



*Actual Age Compared With Mental Age of 1537 Children in Defective Classes in Public Schools in New York City*

## MANHATTAN

ACTUAL AGE	MENTAL AGE															N. R.	Totals
	3	4	5	6	7	8	9	10	11	12	13	14	15				
6.....				1													1
7.....	3	6	1	1	3											5	19
8.....	4	8	12	9	9	1										5	48
9.....	3	3	7	16	15	8	4									6	62
10.....	3	2	6	6	29	19	11									8	84
11.....	1	1	4	11	15	29	15	3	5							13	97
12.....	1		7	10	23	26	23	21	5							14	135
13.....	2	1	5	6	6	17	15	12	6	5						23	98
14.....		2	3	10	13	12	17	17	12	9						10	105
15.....			2	1	8	13	11	18	7	9	5					7	81
16.....				1	1	5	2	1	2	3	2			1		2	21
17.....			1														2
18.....				1	1												2
N. R.....						1											1
Totals.....	17	23	49	73	128	128	102	72	37	26	7		1	93		756	

## BROOKLYN

ACTUAL AGE	MENTAL AGE																Totals
	2	3	4	5	6	7	8	9	10	12	12	13	14	15	N. R.		
6.....	1															1	
7.....				5	2											7	
8.....		2	8	13	14	9	2								2	50	
9.....		4	8	12	19	13	6	2							2	66	
10.....			3	7	16	21	16	7	1	3					8	79	
11.....		2	2	8	13	18	14	13	8	3					7	88	
12.....	1	2	2	4	10	14	18	20	16	4					16	107	
13.....			1	4	15	10	12	15	11	7	1				12	88	
14.....		2	3	3	4	4	18	15	12	7	10	1			18	97	
15.....				6	2	3	11	9	12	8	10	5			10	76	
16.....				2	2	3	3	1		1	1	1		1	1	16	
17.....					1	1	1		1			1			1	6	
18.....						1										1	
19.....								1								1	
Totals..	2	12	27	64	98	97	101	83	61	30	22	8	....	1	77	683	

## BRONX

ACTUAL AGE	MENTAL AGE											
	2	3	4	5	6	7	8	9	10	11	12	Totals
7.....			1									1
8.....		1		4	3	1	1					9
9.....				3	4		1					8
10.....			1	1	1	4	3					9
11.....	1	1		1	2	2	6	2				15
12.....			2	1		2	3	5	1			14
13.....		1			1		3		4			9
14.....					1	3		1	2	4	2	13
15.....					2	1	4		1	2	4	14
16.....		1								1	1	3
17.....								1				1
18.....							1	1				2
Totals.....	1	4	4	9	14	13	21	10	8	7	7	98

## NEW YORK CITY

ACTUAL AGE	MENTAL AGE																
	2	3	4	5	6	7	8	9	10	11	12	13	14	15	N. R.	Totals	
6.....	1				1											2	
7.....		3	7	6	3	3									5	27	
8.....		7	16	29	26	19	3								7	107	
9.....		7	11	22	39	28	15	6							8	136	
10.....		3	6	13	23	54	38	18	1						16	172	
11.....	1	4	3	13	26	35	49	30	11	8					20	200	
12.....	1	3	4	12	20	39	47	53	38	9					30	256	
13.....		3	2	9	22	16	32	30	27	13	6				35	195	
14.....		2	5	6	15	20	30	33	31	23	21	1			28	215	
15.....				8	5	12	28	20	31	17	23	10			17	171	
16.....		1		3	3	8	5	2	1	4	5	3		2	3	40	
17.....				1	1	2	1	1	1			1			1	9	
18.....					1	2	1	1								5	
19.....								1								1	
N. R.....							1									1	
Totals...	3	33	54	122	185	238	250	195	141	74	55	15	2	170		1,537	

## ACTUAL BY MENTAL AGE, ALBANY

ACTUAL AGE	3	4	5	6	7	8	9	10	11	Totals
7.....		1	1							2
8.....	1		2	2						5
9.....			2	1	3					6
10.....		1	1	2	4					8
11.....	3	1		4	4	2				14
12.....	1		1		2	6	2			12
13.....				1	5	6	8	1		21
14.....					2	4	8	1		22
15.....					1	2	3	1	1	8
16.....							4	2		6
17.....					2					2
18.....				1						1
Totals.....	5	3	7	11	23	20	25	12	1	137

## ACTUAL BY MENTAL AGE, BUFFALO 6 SCHOOLS

ACTUAL	3	4	5	6	7	8	9	10	11	N. R.	Totals
7.....		2	2	1							5
8.....	2	4	2	2	1						11
9.....			2	3	1	1				1	8
10.....				3	4	1					8
11.....			2	4	3	1				1	11
12.....	1	1		3	6	8		3	1	1	24
13.....				2	4	4	5	1	1		17
14.....				1	3	5	3	5		2	19
15.....				1	2	4	3	6	1		17
16.....			1		1						2
N. R.....		1									1
Totals....	3	8	9	20	25	21	11	15	3	5	123

## ACTUAL BY MENTAL AGE, ELMIRA 2 AND 3

ACTUAL AGE	5	6	7	8	9	10	Totals
9.....		1	1				2
11.....					1		1
12.....	1		1	1	2		5
13.....	1			2	2	1	6
14.....				1	3		4
15.....					2	1	3
16.....					1		1
Totals...	2	1	2	4	11	2	22

\* This table includes fourteen children who have left the schools but are under observation by a specially trained nurse, under a "follow up" system.

## ACTUAL BY MENTAL AGE, MOUNT VERNON

ACTUAL AGE	5	7	8	9	Totals
9.....	1				1
10.....		1			1
11.....			1		1
12.....		1			1
13.....	1		1	1	3
14.....				3	3
15.....		1	1		2
16.....			1		1
18.....				1	1
Totals.....	2	3	4	5	14

## ACTUAL BY MENTAL AGE, NEW ROCHELLE

ACTUAL AGE	3	4	5	6	7	8	9	10	12	Totals
6.....			2							2
7.....	1	2	3	1		1				8
8.....		1	2	3						6
9.....				2	3					5
10.....				4	2	1				7
11.....		1		1	1	1				3
12.....			1	2	1	1	2			7
13.....				1		1		2		4
14.....	1								1	2
15.....						1				1
16.....								1		1
Totals.....	2	4	8	13	7	6	2	3	1	46

## ACTUAL BY MENTAL AGE, ROCHESTER

ACTUAL AGE	2	4	5	6	6	7	8	9	10	N. R.	Totals
7.....			5	1							6
8.....			4	5	9	3				1	22
9.....		2		3	18	10				3	36
10.....	1		3	3	14	23	7	1		5	57
11.....		2		2	9	23	19	3	1	4	63
12.....		1			3	14	19	5		4	46
13.....					3	13	23	24	2	3	68
14.....					1	6	25	41	8	1	82
15.....					1	10	28	34	4	1	78
16.....						1	2	1		2	6
Totals....	1	5	12	14	58	103	123	109	15	24	464



## ACTUAL BY MENTAL AGE, SCHENECTADY

ACTUAL AGE	3	4	5	6	7	8	9	10	11	N. B.	Totals
7.....	2										2
8.....		2									2
9.....	1	3	4	1							9
10.....		4		6	1						11
11.....		1		1	5	2					9
12.....				2	5	5	2				14
13.....					1	3	4	3			11
14.....					2	4	10	5	1	1	23
15.....				1	1	2	1	3			8
16.....								1			1
20.....				1							1
Totals....	3	10	4	12	15	16	17	12	1	1	91

## ACTUAL BY MENTAL AGE, SOLVAY

ACTUAL AGE	6	7	8	10	11	12	13	N. R.	Totals
7.....								1	1
8.....	1							2	3
9.....								1	1
10.....			1					1	2
12.....	1	1							2
13.....			1	1	2				4
14.....				1	2	1			4
15.....				2	1		1		5
16.....				1		1			2
17.....					1				1
Total.....	2	1	2	5	6	3	1	5	25

It will be noted in the table on page sixty-two that twenty-three per cent. of the pupils in these classes in New York city are less than three years retarded. Thus, according to Dr. Fernald, seventy-six per cent. are definitely feeble-minded and would not come under the categories of the United States Bureau of Education as being properly school cases. Some of them of course would fall with those about whom doubt is expressed. But for the 743 children in New York city (54 per cent. of the total reported) and 639 children (75 per cent. of the total reported) in the State who are more than three years retarded, there is no doubt but that they are clearly custodial cases.

The care of all mental defectives is a State problem. It is the function of the public schools to provide ungraded classes for the special instruction for the children that appear subnormal or are actually so because of defects that are physical and environmental

in origin rather than pathological. This has been pointed out again and again by those who have testified, but is perhaps best expressed in the bulletin of the United States Bureau of Education, which says:

\* "A most confusing circumstance arises from the fact that the various types of exceptional children shade off into normal types of children. From children who are slightly slow and dull by nature, there is a steady gradation through children that are only touched with feeble-mindedness to children who are classified in institutions as 'high grade imbeciles,' 'middle-grade imbeciles,' 'low-grade imbeciles,' 'superficial and profound idiots.' Ordinary teachers, superintendents, and casual observers will have no difficulty whatever in excluding idiots and low-grade imbeciles from the public schools. Indeed, it is very rare that children below the grade of middle-grade imbeciles are found in the public schools. The border-land cases, high-grade imbeciles, perhaps even middle-grade imbeciles, will be interpreted very diversely by those who are not familiar with these classes of children. Some teachers and superintendents will think that they have in middle-grade imbeciles very good material to work with in the public schools; whereas expert opinion may advise the removal of such children from public day classes to institutions.

"Another circumstance is that many children are what some call apparently feeble-minded or imbecile; that is to say, they present all of the features of permanent imbecility excepting that they very rapidly recover or are restored to approximately normal condition under proper physical and mental treatment. Some distinguish these types of children as suffering on the one hand from imbecility and on the other from pseudo-imbecility. We distinguish between them as being permanently feeble-minded or imbecile, and curably retarded in development. Two children may present exactly similar characters and yet one child may, as the result of a year's special training, be restored to the grades and be capable of continuing in the grades and making normal pro-

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\*Provision for Exceptional Children, Bulletin, No. 14, 1914.

gress; whereas the other child may, after a year's trial, be finally sent to the institution to which he should have been sent without the waste of a year's time.

"The expert is more capable of classifying children into these two groups of institutional and public school cases than is the uninstructed teacher or layman; but there are doubtful cases where even expert opinion is unable to decide. There will, therefore, always be reason for keeping some of these children in special classes, under observation pending a final diagnosis."

Mr. Howard Bradstreet, president of the New York Association of Neighborhood Workers, testified as follows:

"A typical case, which I think is worthy of your consideration is this: A boy of seven or eight who associates with his companions as a normal boy reports that his teacher said, 'he had better leave school.' I visited the teacher and she said, 'He can learn no more.' 'What would you advise my doing?' She had not thought about that. I asked if she would please think about it and let us have the benefit of her advice. She did think about it for two or three days and then suggested that some form of lettering was very profitable and that people were able to earn as much as three thousand a year at Macy's for that kind of work. I thanked her for her interest and took the boy to see Dr. L. Pierce Clark, who told me he was an interesting cross between a defective child and a defective school education. I reported the case to Miss Farrell and had him placed in an ungraded class in the public school. Now the exact point about that is that in the first place the boy passed among his associates as normal, in the second place he was not recognized by the school authorities, and in the next place he has developed more since being placed in an ungraded class, which gives rise to several points which I know this Commission will pass upon.

"It seems to me that the duty of the school is chiefly with that class of boy. There is the boy who is needed home for financial support; it is possible for him to earn some money

and he is needed at home and it would be a very serious question whether it is advisable to segregate the boy in an institution. The differentiating of that type of high grade boy from the lower grade is a matter of extreme importance, according to my observation, and I should say that that is one of the cases where the school work falls down; that more attention is given to the obvious cases than to those that are on the border line, those that are less adapted to and benefited by school curriculum, they are the ones who are the last to receive that benefit."

### SOCIAL EDUCATION

Dr. Helen Macmurchy, inspector of feeble-minded for the province of Ontario, Canada, in a paper read at the Fourth International Congress of Hygiene, said:

"Mental defect is not a removable cause of retardation in school. It is an irremovable cause of retardation. There is no cure for mental defect. The State must educate its future citizens. But the mentally defective are never citizens in any true sense, either present or future. They are children, the state's neglected children — easier to manage than any other class, easier to make good and happy, if we will only begin soon enough (namely, during school age), and as soon as they are shown to be mentally defective give them that permanent home, which is not only their necessity, but ours. Permanent care for the mentally defective is necessary for the public welfare and safety.

"Of what character, then, should the institution be where such care and education is provided for mentally defective children?

"Is it the public school?"

"The mental age of the idiot never advances to school age.

"The mental age of the imbecile barely advances to school age.

"The mentally defective child, like any other child, should have its name entered on the public school register, and should have every possible chance, and then after that a second chance, to be proved of normal mentality. When any



child is clearly proved to be mentally defective, such child must not remain with normal children. This is for his or her own good, for the good of the normal children, for the good of the teacher, and for the good of the community and the public welfare. A special class is the place for children who are backward or are physically defective, but are normal mentally. Extra time and money spent on them to help them up to grade will well repay the state. But just as soon as we are sure and certain (and we should re-examine every six months, even after we are sure and certain) that we have a mentally defective child, how is it going to help the state to keep such a child in a special class? The state wants to remove the burden of the feeble-minded and to prevent feeble-mindedness. The state does not want to spend money to make mentally defective children more like normal children; and therefore more dangerous to the community because the overwhelming danger to the community from mentally defective children is that before we have realized where we are they are prolific parents. The more they resemble normal persons, the more likely they are to become parents. It is bad enough to have to support vagabonds, paupers, thieves, and worse; but for modern citizens and their governments to give consent by silence while one feeble-minded man and woman add to our burden ten legitimate feeble-minded children and two illegitimate feeble-minded children (as is recorded in the books of a certain Juvenile Court) is a mode of inaction that cannot continue.

“Special classes have done a great deal. Those who have worked in them are entitled to our highest admiration and our deepest gratitude. They have taught us much, but those who have worked longest and know most about special schools are the ones who are now foremost in advising permanent care and a permanent home for all the feeble-minded. Special classes are an indispensable part of a modern school system. We must have them to cure retardation, to help on the backward, and to find the mentally defective. But their function for the mentally defective is that of a clearing house.”

The last paragraph in this quotation is especially worthy of notice, since it brings out succinctly the exact function of the ungraded classes in the whole correlated State system of care for the mentally deficient. Such classes must

1. Cure retardation.
2. Help on the backward.
3. Find the mentally defective.

All these things can be done and are being done with an extension of our present systems of pedagogy.

For the backward and retarded children there should be, as there are in most cities throughout the State, special ungraded classes where expert, highly paid teachers shall give individual instruction to a small group of children.

Because of the extra expense involved in this special education, it would be well for the State Department of Education to support in part the cost to the local school board. In Rochester, according to Miss Edith A. Scott, who is in charge of the child study laboratory of the Department of Public Instruction, the city expended about \$67 per annum for the education of each subnormal child, while for the normal pupils the per capita cost is only about \$27.

There is plenty of precedent for this subsidy. It is now being done in New York State in the case of vocational instructors for whom the State contributes one-third the salary up to \$500 a year. In other States, particularly in New Jersey, and Ohio, this is done in the case of the teachers of ungraded classes as well.

The New Jersey Legislature enacted in 1911 and 1912 the most complete statute in regard to the work of the ungraded classes that has yet been adopted anywhere in the country.

\* "These laws lay upon the local school boards the obligation (a) to ascertain what children there are in the public schools who are three years or more below the normal. (b) to establish special classes for such children of not less than ten and not more than fifteen children.

"These laws lay upon the Commissioner of Education and the State Board of Education the obligation to prescribe a

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\*The Treatment of Subnormal Children, Trenton, N. J., May, 1912.

method for the use of local school boards in ascertaining what children are three years or more below the normal.

“They lay upon the County Superintendent the obligation to apportion the sum of \$500 for each teacher employed in one of these special classes.”

As a matter of fact, this should need no extra legislation in New York because the work in these classes is vocational in character and needs much the same type of trained instructor. One point however must be brought out in this connection. Our whole idea of vocational training is still very hazy and it is doubtful whether we should at this time plan for any better training for our sub-normal than for our normal children.

Some educators have interpreted vocational training as being definitely trade training. In other words, they believe that since education is the “training for life” it is the duty of the school to limit its instruction to subjects of pragmatic value to the child who cannot afford a classical education. There is danger here of creating definite labor groups or economic classes in the community—a tendency which is distinctly antagonistic to all ideals of democracy. This danger increases as we add to it the danger of making too sharp distinctions by mental age. Unwittingly Dr. Goddard in his new book has fallen into this trap, for he says:

“May it not be possible that we will find use for all these people of moderate intelligence, and that the production of so many high grade feeble-minded is only the production of so many more people who are able and willing to do much of the drudgery of the world, which other people will not do.”

Dr. Goddard himself at once adds that he is not advocating such a procedure. But it is inevitably the extreme to which the force of our logic drives us, unless we always keep clearly in mind the developmental character of all true education. Thus Dr. Fernald testified that for the feeble-minded in the schools he would recommend training that was —

“Largely vocational and industrial, largely along the direction of economic efficiency, not only for the sake of the

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\* Feeble Mindedness—Its Causes and Consequences, 1914.

economic gain, but because I believe that sort of training is more effective than any other in developing the power of inhibition and self-denial. We find that the boy or girl who while with us has become economically efficient and who has developed occupational skill and reliability is he or she who does best in the community or at home."

The schools are endeavoring to do this sort of work, but are greatly hampered by lack of money and of proper equipment. One interesting experiment was carried on last summer by Public School No. 4 in the Bronx, New York, under the auspices of the Association of Neighborhood Workers. Dr. Hirdansky, the principal, tells of this as follows:

"The teachers of ungraded classes seemed to feel that they ought to train the children to earn a living, and to center the rest of their work around that central theme. They had tried in that school basket weaving and reed work, and we had some very fine specimens. Then they started having shawl weaving and we had some shawls that we could sell at a great commercial value. The president of one institution in that neighborhood has undertaken to buy all that the children can turn out.

"The proposition came up in this way: The teachers were trying to raise some funds from their friends in an effort to teach the older children the printing trade and through their friends they raised the sum of \$325 or \$350 and then the inevitable question arose, is it worth while to undertake at this stage to train those children in any trade where they will have the competition of normal-minded people? That is what made us give up the printing undertaking, because we felt that even after we trained them and got them to a stage where they could do something in that work, they would have to go out in an open market in an overcrowded trade, and compete against people who are normal-minded. That ruled out practically every undertaking and it was then that we thought of taking up farming, truck farming, as an experiment, for the reason that it is not an overcrowded trade and it would get those boys away from the



city. The experiment was undertaken on Hunter's Island and not only showed possibilities for the ungraded children, but showed great possibilities for anaemic children who should be in the open air. It also showed a very economic way by which the city could utilize a lot of park space in the overcrowded regions, by devoting it to such usage."

Miss Jennie M. Whitelaw, teacher of special class of high grade girls in Public School No. 3, Manhattan, testified as follows:

"With these girls I am trying to teach as much as possible what their contemporaries are studying. Many of those things they cannot use to advantage, but while we permit them to remain in the school, we should make them feel that they are doing the work of other girls of their own age, but I lay more stress upon the things they can use, reading and practical number work, and, as I say, half of the time we give to manual work, dressmaking and weaving. We have tried to work up with them — two or three of those girls can make a living in that way. Through friends I could furnish them with looms and that is work that is always attainable and does not take as high a degree of intelligence as some other forms of work. All of the girls are taught to make their own clothing, taught housekeeping, cooking — we get our own school lunches there and that gives a little practice — and they have had thorough training in house-keeping and home-making, so that even if they cannot make their own living out of doors, they can be more valuable in their own homes."

Dr. C. Edward Jones, Superintendent of Schools of Albany, New York, outlined the work being done in the ungraded classes as follows:

"If we find a child is far behind his grade, that he is distinctly subnormal, we place him in one of the classes for subnormal children. In those classes we have graded or are in process of grading the work to be done by them, giving them such little book work as they are able to receive, but particularly are we grading the hand work, the vocational

work from the child with the mentality of five, up to the mentality of about ten or twelve. That includes stick laying, sewing, weaving, clay modeling, basketry and such rough bench work as a boy with a mentality of ten or twelve can learn to do. In one of our schools we are teaching the girls to wash and iron, in order to take care of their clothing. We are teaching all of them to mend, particularly to mend socks and stockings, and to put patches on their garments, and we are giving them such book work as they are able to take, and we are doing that sometimes beyond what we believe they are able to do, simply because there is a feeling among parents that the children must be studying books, and we give them reading work and number work, but the best academic work we are getting is from the oral studies such as the story of George Washington or of Lincoln, which they work out in their sewing or their clay work, and give those stories back orally."

The use of park space is in line with the suggestion, printed later in the testimony, of Dr. Bernstein of the Rome State Custodial Asylum, that the State employ the feeble-minded boys on the State Fair Grounds at Syracuse and on the State Parkways.

The classified work done in these ungraded classes in New York City is given in a list published by the "Psychological Clinic" of April, 1914.

#### NEW YORK CITY SCHOOLS

Brush making	Needlework:
Chair caning	Darning
Clay modelling	Embroidery
Domestic science	Garment making
Cooking	Mending
Cleaning	Painting
Laundering	Raffia
Serving	Reed
Gardening	Rush bottoming
Metal work	Willow basketry
Millinery	Woodwork.

The greater variety of occupations possible in a well-equipped institution situated in the country is shown in a list submitted by the Massachusetts School for the Feeble-Minded at Waverly:

\* BOYS' MANUAL WORK

Weaving, crash, etc.	Cane seating
Shoe repairing	Broom making
Painting	Brush making
Carpenter work	Net making
Wood turning	Coir mat weaving
Furniture repairing	Sloyd
Printing	

OUTDOOR OCCUPATIONS FOR BOYS

Build foundations for new buildings	Making of lawns
Making cement walks	Digging drains
Build new roads	Grading for new buildings
Handling of stone and gravel	Harvesting apples, vegetables and other crops
Weeding, hoeing, cultivating of crops	Preparing cultivated land
Digging of stone	Working with mechanics
Clearing land	Cutting wood

GIRLS' MANUAL WORK

Cooking and training in domestic work (laundry)	Hooking rugs
Primary hand sewing	Lace making
Machine sewing	Basketry
Weaving crash, linen, rag carpets, etc.	Hand knitting
Cutting rags for rag carpets.	Crocheting
Spinning.	Net making
Machine knitting of caps, mittens, etc.	Embroidery and fancy work
Braiding rugs	Jig sawing
	Power machine sewing of clothing, bedding, etc.

OUTDOOR OCCUPATIONS FOR GIRLS

Making flower gardens	Picking small fruits
Weeding	Picking greens
Care of hens	

The lessons to be drawn from comparing these two lists of vocational work are obvious. Such training in our public schools is just beginning to be taken up seriously with normal children — with the subnormal most of it is still more play than work, and has little real effect on the development of the pupil's earning capacity or of his technical skill.

Thus the Commission earnestly recommends that the State and local departments of education see to it that the ungraded class work for the high-grade subnormal children who are to be given the test of liberty, be better equipped and more liberally supported along the lines of such vocational training as will encourage and equip the child for his attempt at self-support. This is too involved a question to be taken up in detail here; but the Commission feels sure that it may call upon the pedagogical authorities to give this matter their most earnest consideration and to evolve a plan whereby the work of these classes can be brought up to a plane of efficiency that will fully justify their continuance. Until such a comprehensive plan is promulgated it is unreasonable to expect the fiscal authorities to set aside large sums of money for the support of these classes. Thus Mrs. M. C. Ford, Secretary of the Committee on Education of the Board of Estimate and Apportionment of New York city, testified:

"I would say that the appropriation for this great work in the public school system was quite as generous as that made for other lines of work. Of course, in that connection there are certain very serious questions which come up, and one is a question which has been raised here this afternoon, and that is just how far the so-called defective children should be cared for in the public schools and how far they should be provided for in public institutions. The Board of Estimate and Apportionment, as evidenced by the results of the school inquiry, and this was one of the particular matters that was investigated, has never been fully convinced that it had adequate scientific facts at its command to determine accurately and scientifically just what appropriations for this particular feature of the work might be justified from time to time. You will appreciate, of course, that it is not an easy thing to pile up, with our growing school appropriations, large sums



of money for a division of work which is still so largely in an experimental stage.

"We are not fully satisfied that a scientific method is employed at every point in the public school system of the city in the matter of making a determination as to whether or not a given child is a defective or not."

There is nowhere in our school system adequate home visiting and supervision in after school hours of the subnormal children. The work done by the "home and school visitors" of private agencies proves that this is an invaluable adjunct to the class room instruction. In the larger cities of the State the teachers of the ungraded classes and the school nurses are supposed to visit the homes, but it is almost physically impossible for them to do so in all cases with sufficient thoroughness and regularity.

Special workers should be engaged for such work throughout the State and the number now employed by the Department of Education in New York city should be increased to meet the great need that exists for their services. Much good can come both from knowing the environmental background and from interpreting to the parents the particular needs and care of the mentally retarded child.

Then, too, it were well if some special system of supervision could be devised for the playgrounds, recreation and vacation centers for these subnormal children, so that much of their leisure time could be taken up with healthful play specially arranged for their special needs. It is during the leisure hours that the defective child falls prey to the temptations that surround him on every hand and develops delinquent tendencies. Often the habits of cleanliness and of industry carefully instilled in school are broken down by the ignorance or the misunderstanding of the parents or friends. A whole year's work is often offset by the bad habits picked up during the long summer vacation. If the schools are going to provide educational training for the subnormal children, they must assume the responsibility of that child's complete training all day and every day in the year.

## 2. *In the Courts*

The courts, civil and criminal, adult and juvenile, must base their judgments in any case of suspected mental deficiency on the

diagnostic decisions of the psychopathic clinics. This is being done to-day in the greater city at the Clearing House for Mental Defectives. Dr. Max G. Schlapp has been given the use of commodious quarters, rent free, through the courtesy of the Board of Trustees of the Post Graduate Hospital and has been given official recognition and partial support by the Department of Public Charities since 1912, when Commissioner Michael J. Drummond realized the value of this work and made it a coordinate branch of his department. In the rest of the State, as hereinbefore noted, the courts and charities sometimes call in the services of expert diagnosticians from the hospitals and institutions in their vicinity. But this is nowhere done thoroughly enough to cover the field. And, in consequence, as we have seen, many defectives are being sent away to reformatories and prisons or allowed to return to the community without any attention being paid to their mental condition.

Mr. Charles L. Chute, Secretary of the New York State Probation Commission, testified in part as follows:

"In 1913, the last figures that have been made up, there were only three per cent. that appeared in the New York childrens' courts sent to the clearing house to be examined. The rest the probation officers put down in their reports as being apparently normal. I am sure from a study of this question in other cities which has not been made in this state to the same extent that it has been made in other states, that there is a great deal larger proportion than that mentally deficient, and that any examination, because the estimates vary all the way from ten per cent. to sixty per cent. of the children in the juvenile courts are mentally deficient, would disclose that fact.

"In both Buffalo and Syracuse, they have detention homes, municipal detention homes, maintained by the cities, where the children are held pending trial, or pending investigation. In both of these cities there is a physician from the city Bureau of Health who goes to the detention home every day and examines all the children. So far they have not given them all medical examinations. They have a competent doctor in both cities to give both physical and mental examinations. They give them all a physical examination, and then

give all suspected cases a mental examination. In Buffalo in 1913, they gave a thorough mental examination, with the Binet test, to fifty-three children, and of those fifty-three they found twenty, which is thirty-seven per cent., definitely pronounced simple minded."

The question of detention homes is one that must be worked out to meet the needs in each center of population, but there is no question that these homes must be closely coordinated with, if not actually incorporated in, the proposed psychopathic hospitals and clinics to be conducted under the Board of Mental Research, herein recommended.

### 3. *The Institutions*

Appended to this report is a statement of the conditions found at each of our State institutions when visited by a committee of this Commission. These statements, together with the excellent photographs taken by Mr. Frank R. Forfey, illustrate the work that is being done.

It is therefore necessary here to speak briefly on some of the fundamental principles that run current through all our State schools and asylums. First, the interest taken in the formulation of policies and furtherance of program for each institution by the members of the local Boards of Managers, proves that this system of direction brings excellent results and has done much to keep our State work to its present high standard.

There are five main points to be considered in this discussion of our State Asylums. These are:

First: The question of classification of institutions.

Second: The question of segregation by age and sex in institutions.

Third: The question of adequate lands and suitable buildings.

Fourth: The question of educational and industrial training.

Fifth: The question of separate self-sustaining colonies under institutional supervision.

a. Facilities for laboratory research.

As an inherent part of all these questions is the problem of the extension of our present facilities and the creation of other institutions to meet the great need as shown by the census taken by the State Bureau of Analysis and Investigation under Dr. Gertrude E. Hall.

#### CLASSIFICATION OF INSTITUTIONS

In the past our institutions have been classified largely by sex and age of the patients to be admitted. Thus Newark was definitely set aside for feeble-minded women, Rome for male custodial cases, Syracuse for younger children. Craig Colony and Letchworth Village on the other hand were planned and are being conducted as general institutions for all ages and both sexes of the epileptics and the feeble-minded.

The Hon. William R. Stewart, President of the State Board of Charities, outlined this policy in his testimony as follows:

“The establishment in 1851 of the New York State Asylum for Feeble-Minded Children at Syracuse was the first practical step taken by the State of New York in the direction of its assumption as wards of the feeble-minded. It would seem to me in any comprehensive scheme for the care and treatment of the feeble-minded, idiots, and epileptics of all sorts, that the institution should be removed as far as possible to a larger site in the country and the children cared for in small buildings. It is only the state institution which takes children.

“The State Custodial Asylum for Feeble-Minded Women was established as a branch of the asylum at Syracuse in 1885 in Newark. It is the only institution in the state which cares for women of the feeble-minded, idiotic class, until they are past the child-bearing period, and there is probably work for another such institution to do. There is a great pressure upon the Newark institution for admission and they always have a large list of applicants for admission.

“The State Board has planned for many years that the State Custodial Asylum at Rome should receive only men and that the women who are there should be elsewhere provided for, preferably at Newark, but up to this time, because of the



failure of the Board to obtain the necessary appropriation to enlarge Newark or other institutions, there are still women at Rome. I think there are about 400 women and about a thousand men at Rome and in any recommendations which your Committee makes I think there should be a recommendation that the women be removed from Rome and cared for somewhere else. The problems of management are very much complicated by their continuance there and as there are nearly three men to one woman, the practical thing naturally is to remove the women and put them somewhere else."

The idea of having a separate institution for feeble-minded women originated in this State and has been copied only by New Jersey. The Children's Commission of New Hampshire recommended the establishment of such an asylum in their report for 1914, but as yet no action has been taken by the Legislature.

The Commission received much conflicting testimony on the advisability of such segregation, the preponderance of which was against the idea.

Dr. Walter E. Fernald, of the Massachusetts Training School at Waverly, said:

"I fail to see any particular advantage in sex classification in institutions for the feeble-minded. In any institution you have got to have control of your patients. I have never had any difficulty in an institution having all classes of feeble-minded in keeping the sexes separate. That has never appealed to me as a necessary or desirable thing. In fact, the institutions where one sex only is cared for have seemed to me very unnatural social organizations, and particularly those institutions for feeble-minded women. It seemed to me that there would be a much more natural life if there was a certain amount of sex expression, the attending of assemblies together under restraint. Under those conditions it seems to me those women are less abnormal sexually than if they are absolutely isolated from each other.

"The institution for male and female, young and old, allows for the economic utilization of whatever trained

capacity a patient may have. Your male patients work in the gardens and take care of the crops and stock, and do the rough work. Your female patients work in the laundry and do the cooking and the nursing of the feebler cases. The utilization of your female morons in the physical care of your idiots and imbeciles is a great factor in an institution for the feeble-minded. Last evening in one of my houses at supper time I saw 107 patients at one time in one dining-room who were being fed, whose food was being put into their mouths by feeble-minded girls of the moron type. These morons are very much happier and better off in every way if they have some opportunity to care for those children. It satisfies their maternal instincts. They are fond of those children and under supervision they give wonderfully good care. I think that is a normal method of sex expression which has much to do with limiting the attacks of sex excitement which are found otherwise. That is one thing we think of, if we have a sexually excitable woman, to draft her into that nursing service with the feeble children."

Dr. Charles S. Bernstein, Superintendent of the Rome State Custodial Asylum, testified on the other hand:

"I believe the two sexes should be separated by all means. For instance, as an indication, it cost us last year \$222,000 to care for about 1,500 inmates and of that amount 45 per cent. went for payroll. If we had but one sex to care for instead of two, we could cut that twenty per cent. We are paying that other twenty per cent. to keep the sexes separate."

This argument of economy is offset by the saving there is accomplished in the purchase of edibles and clothing when the sexes are not separated. As Dr. Fernald points out, the men can do the rough garden and farm work and the women can do the laundry, the sewing and the cleaning. Thus the two sexes are supplementary in institutions as they are outside, and it is

doubtful whether we should in new institutions continue this policy of sex segregation.

Age classification is also unsatisfactory, since it should be our effort to make the institutional life as closely akin as possible to that of the normal community. Not only is it cheaper, but it is wiser not to segregate the feeble-minded according to physical age. If, however, we consider this question from the standard of mental age, we must take another factor into consideration.

We must classify our institutions according to mental capacity and criminal tendencies.

### ASYLUMS FOR THE LOW GRADES

The idiots and low grade imbeciles should be placed in one or more separate institutions situated on rough soil so that they can be given the roughest kind of manual labor and the most careful kind of supervision. The picture on page 276, of the work at Templeton is particularly interesting in this connection, since the majority of the men shown digging out the great stones are but a little, if any, above the mental status of an idiot.

Moreover, the buildings should be of a simple construction that will allow of the greatest amount of cleanliness and ventilation and the least amount of trouble. Some indeed should be equipped for the idiotic and paralytic cases that must always be a burden. Here again the Waverly pictures show the large outdoor concreted piazzas with sloping treads in place of steps and opening on a level with the French windows, thus facilitating the supervision of the helpless patients immeasurably.

Institutions should also be maintained separately for the higher grade feeble-minded children and made as attractive as possible, so that the parents will not feel that natural reluctance to leave their subnormal children with the "idiots." These should be build very largely on the new plan for the Rome State Custodial Asylum, with one central institutional building and then smaller cottages scattered over a well kept campus. This has the advantage of permitting close observation over the new patients and their classification according to mental age and type. Besides, it offers the opportunity of a life that more closely approximates the home for those who have passed through the reception house,

Such institutions for the higher grade imbecile and the moron children should give excellent training, both in the manual trades and in agriculture. Work is of the greatest benefit to the defective: supervised educative work is essential to his development. So that the Legislature should be generous in equipping Rome, Syracuse, and Letchworth Village with good work-shops and with plenty of farm machinery. Already at these institutions excellent work is being done along these lines, but there is even here need for a more broadsided and longheaded generosity than in the past has restricted appropriations. But at Newark and at the Craig Colony for Epileptics, this need is most urgent. The school buildings are badly built and poorly equipped to meet the vocational needs of the 2,200 odd patients. In consequence, many of them sit around listlessly doing nothing for the better part of the time. This lack of exercise taken into consideration with the factor of continual brooding lessens their vitality and dulls their mental processes. The expense of erecting a few modernly equipped industrial buildings would be little, indeed, in comparison with the improved condition of the sufferers living there.

#### MAXIMUM SIZE OF PLANT

There is much difference of opinion among the superintendents as to the proper size of an institution. The planning of Letchworth Village for 2,500 feeble-minded goes far beyond all previous estimates as to the proper maximum population. Yet there is little reason under favorable circumstances why such a colony will not prove quite as easy to control and supervise as one of 1,500 or even 1,000. There is, of course, a certain loss of personal touch between the doctors and the individual patients, but that sacrifice must be made so that the greater gain of housing those who are now a danger to the community may be achieved. At least all of our present institutions should be extended to accommodate 2,500 patients and the new ones as created should be built along the lines laid down by the Board of Letchworth Village.

The colony plan has been developed best in New York by Dr. Charles S. Bernstein of the Rome State Custodial Asylum. The following excerpt from his testimony and the photographs on



pages 296 and 464 describe them better than anything that could be written. Dr. Bernstein says:

“For the large purpose of permanent custody of adult feeble-minded, the colony system is the thing, because the feeble-minded can more nearly eke out an existence by taking it out of the ground than in any other way. They can do work in shops and factories under supervision, but there our equipment is so expensive as compared with agricultural equipment, and there is the danger of accident. We have established several small colonies around our institution at Rome. We have four now with twenty inmates in each, with a farmer and wife in charge. These twenty, and they are not the brightest cases, are able to maintain themselves on 100 acres of land including paying \$900 to the farmer and wife. A farm of 100 acres will cost us \$10,000. On the other hand, everybody we put in a large congregate institution for the feeble-minded costs us \$500. We know that in northern Oneida and Lewis counties there are many semi-abandoned farms, partially run by tenants, the owners no longer living on them, and which are sold for taxes year after year, and those farms run from 100 to 200 acres and can be bought from \$1,500 to \$2,500. There is no reason at all why the State should not have money available so that when these farms get on the market they could be bought and established as colonies for the adult feeble-minded males. The boys could go with or without an attendant and help neighboring farmers to put in a crop, for farmers are greatly troubled to get help when they need it. For the girls I think we could have colonies where they can do hand laundry and sewing for different centers of population. That is much better than having them work on land. Newark is now asking for additional farm land for women, and I think it is a mistake.

“Again at the State Fair Grounds at Syracuse, we have over 200 acres of land with buildings that are used not over 10 days out of 365. The other 355 days they should be used for the adult feeble-minded. In a year we would make that a park instead of a mud-hole, the boys could underdrain it,

and then we would proceed to beautify it, and by expending not over \$5,000 we could build a power plant next to that Liberal Arts building, place beds on the floor and care for 1,000 boys there. And then the other buildings built for cattle and animals, we could care for animals there, make butter, grow beef, grow swine, and sheep, and for the ten days of State Fair the boys could have their vacation and use some tents just off the Fair Grounds. The State is paying over \$25,000 a year for common labor trying to maintain those grounds and they are not maintaining them, and I think in the way I suggested, \$5,000 would do that."

Dr. Bernstein has proven that the feeble-minded can be made approximately self-supporting if thoroughly trained first and then put at farm work under supervision. Perhaps this same result could be achieved in the manufacturing of clothing, fancy work and handicraft, if the institutions were allowed to sell their products in the open market. As it is, however, practically all of the asylums are self sustaining, excepting of course the price of the materials and the overhead charges for light, heat and shelter. At Newark, as has already been indicated, this cannot be so because only women are admitted and they do not adapt themselves to rough work as easily as do the men. It would be wise to erect a colony for male dependents far enough away from the custodial asylum to avoid sexual evils, but close enough together to allow them to interchange work. This would be a great saving to the State as well as beneficial to the patients. The establishment of self-supporting colony groups at quite some distance from the central plant and yet subordinate to it is not at all a fanciful idea.

The Templeton Colony situated sixty miles from the institution at Waverly, Mass., is proving a great success and may soon prove an actual profit-making concern for the State. For not only are these boys raising their own farm supplies and much food and dairy produce for the central training school itself, but they are making tillable land that was hitherto of little value agriculturally. The stones and timber are being cleared, the fields sowed and plowed under and the whole tract, comprising approximately 2,000 acres, made over into fine farm land.

Similar work is being done at Menantico, N. J., under the auspices of the Vineland Training School. Such colonies are easy to establish, simple to maintain and extremely economical to equip. Such buildings as are required to shelter the colonists need be of the simplest construction and can often be built at minimum cost from the concrete blocks made by the boys themselves. This is being done in New Jersey, where the experiment has perhaps been pushed to the other extreme of saving too much on construction and not providing adequately for the comfort of the patients. In the pictures here shown on pages 280 and 281 it can readily be seen that these portable houses are not sufficiently roomy or well enough protected from the wind and storms to ensure the comfort of the boys. In marked contrast to these, stand the neat cottages made from the original farmhouses standing on the property of the Rome State Custodial Asylum (photographs on page 297.)

Certainly the other experiment of Dr. Bernstein in placing out to work in the neighboring city of Rome, eighteen defective girls who live under the constant supervision of the institution and yet are allowed great freedom as well is worthy of the most profound attention. It is as important a step in the whole problem of the care of the deficient as parole is in that of the delinquent. Authorities differ in their opinion of this idea — some are sure it will fail and result only in the inevitable moral downfall of these girls and its consequent evils; others agree with Dr. Bernstein himself that success is so greatly to be desired that the test should be made carefully and thoroughly before it is utterly condemned or sentimentally proclaimed.

We submit herewith the announcement sent out by the Rome State Custodial Asylum, in connection with this experiment.

A Working Girls' Home has been established at 209 W. Thomas street, telephone number 172-J, where girls are available for domestic work and sewing, and by the day, week or month. The girls going out from this place to work are capable of doing all kinds of domestic work except special cooking. They are only able to do common cooking.

Their services may be secured by telephone at the rate of fifty cents per day and thirty cents per half day, and they are available for employment at any time on short notice by telephone.

Settlement for services will be paid direct to the manager of the Home. Bills will be regularly rendered for such services.

These girls are not defectives, but are girls who have been orphans and have never known a natural home, and when later in life they have gone out into the world they have been unable to get along because of lack of proper home training and natural wordly experiences, as the result of which they were sent to this asylum for study, care and training, and we are sending them out to work, after having been thoroughly trained and tested here, to see if they can get in touch with the world under normal conditions and thus learn to be self-sustaining and have their entire freedom.

#### THE SECOND NEED — SEGREGATION OF DEPENDENT AND DELINQUENT DEFECTIVES

Next to the establishment of an adequate State system of diagnosis the second greatest need is the creation of separate colonies for male and female defective delinquents.

We have already shown how wrong it is to leave the defectives among the delinquents in our reformatory and correctional institutions. We have also pointed out what a large proportion of our criminals and prostitutes are feeble-minded.

In all of the asylums, throughout New York State there are a definite number of troublemakers that require special care and disciplinary training. These are the ones that prove a great burden to the superintendent and the subordinates in all the custodial schools because they not only show criminalistic tendencies themselves but they induce the others to become delinquent.

We quote at length from the testimony of superintendents of the New York institutions and from some of the authorities on penal and reformatory work in this country. The need for separate institutions for delinquent male and delinquent female feeble-minded is well recognized everywhere in America and abroad and New York should at once create separate schools for their care.



Dr. O. F. Lewis, secretary of the New York State Prison Association testified as follows:

“ I will speak practically on the necessity of a State custodial asylum for the delinquent feeble-minded.

“ There are in every correctional institution a certain number of mentally deficient persons. These persons are committed to correctional institutions either because they have not been found to be feeble-minded at the time of their commitment or because there was no proper institution to send them, apart from the institutions to which they can be legally committed. The proportion of feeble-minded persons in correctional institutions has been the subject of a good deal of study and more or less adequate investigation during the last two years. It is proper to say, I think, that estimates vary in various institutions from ten to sixty or seventy per cent. To show how wide the compass is of estimates I shall call attention to a recent estimate from the state penitentiary of Kansas which seemed to indicate that over seventy per cent of the inmates of that institution were mentally deficient.

“ Several years ago a statement was prepared by the Prison Association, in March, 1912, citing statements of a number of well-known authorities in this State. Dr. Parker who has had a good deal of experience in the Tombs, stated at that time that ‘ From analogy the foreign prisons I know that not less than 1500, or ten per cent. of the census (of the Tombs), should come under my observation demanding examination as semi-responsible defectives or insane.’ He was at that time a volunteer examiner at the Tombs.

Now these inmates vary from the high grade moron to the seriously mentally defectives. They clog the cells and when they are paroled, they are paroled frequently only to be incompetent on the outside.

Dr. Christian, assistant superintendent of the Elmira Reformatory, in the last statement of the Board, gives an extended description of the difficulties which the Reformatory has in dealing with the mentally deficient. For the purposes of the record I will simply cite the pages, pages 17 to 19 of the annual report of the State Board of Managers of Reformatories for 1913.

(Extract from statement of Dr. Christian referred to copied in evidence as follows) :

"The life history and general characteristics of one of these misfits is usually as follows: In early childhood he has been somewhat backward, dull and given to fits of temper. Attending school he has not made progress as have the other children; has been kept in a low class, and perhaps played truant and was sent to a truant school where he finds himself in disgrace because of his conduct. Released, he may be at home for a time, and be sent to school or work, and then fails to conduct himself properly and violates some ordinance or commits a petty offense and is sent to the House of Refuge, or to one of the many similar institutions. After a checkered career there, he is released upon parole, or to his family, and perhaps after an interval of temporary good behavior, he again relapses, and is arrested for a more serious offense; and soon is within the walls of the reformatory.

"An examination of him here reveals his physical and mental unfitness. He is frequently hollow-chested, rachitic and ill-nourished. Perhaps he is tuberculous, twenty per cent. are, or he has already serious venereal diseases, thirty-nine per cent. are so affected. That he uses alcoholic beverages and smokes the inevitable cigarette, will be true of sixty per cent. at least. Mentally, he is usually dull, seems preoccupied, and comprehends slowly. He has not been accustomed to continuous effort, and so has not gained a knowledge of any useful occupation. If he has worked at all it has probably been at 'odd jobs' that afforded plenty of intermittent diversions; for his type cannot be depended upon to do any task without supervision. Their immediate desires must always be satisfied, and they will go to extremes, regardless of known consequences, in order to obtain them. They have always specious excuses for their shortcomings, and are ready to lay the blame of their downfall on some one else. They are selfish, vain and cruel, and act upon neither reason nor judgment, but principally upon impulses. Their mental processes work slowly, and they detest and will avoid when possible, any sustained mental effort. They are vindictive and revengeful, and are always eager to make a personal attack to right any imagined wrong. They usually deny their crimes, although they have a jury trial. If they plead

guilty they blame the district attorney, or their lawyer, for 'putting up job' on them. Few are good physical specimens, and practically all show the stigma of physical degeneracy. They have little or no conception of morals, and will indulge in falsehoods and deceit, when the truth would have served better. At times they lie outrageously without any apparent purpose, and many of the stories of alleged mismanagement and abuse that have been told by these youngsters have existed only in their imagination. They seem to delight in producing dissensions, and if possible to be the cause of the discussion. While they are frequently able to differentiate between right and wrong as an abstract proposition, they seem utterly unable to follow the principles in their conduct when at large. The future holds no great concern for these defectives; each day is a day unto itself. If they have aspirations and ambitions they lack the ability and purpose to accomplish them. They will always take a gambler's chance for a momentary joy; they are self-centered, and some of them are immeasurably egotistic. They like good clothes, and are fond of personal adornment; delight in gaudy trifles, but bodily cleanliness is apt to be unobserved. One of their most unfailing characteristics is lack of stability. Each boy is willing and anxious to change his trade each week, were he so allowed. He also demands to be placed in the lowest class in school, and when properly graded, complains that he 'never studied' this on the outside.

"Ignorance of intimate family affairs is frequently observed. Many delinquents who have lived at home for a considerable period especially those who have come from the large cities, are unable to give a correct history of their immediate family. The father may go to work each day, and have worked for years for the same firm, but the lad is unable to tell you the name, and knows only his father works somewhere downtown. He is also unable to give an accurate account of the whereabouts of his married brothers and sisters, and knows very little about the aunt, uncle or grandparents. While he purports to have a very sincere affection for his father and mother, the only evidence of this is brought out when he is confined in some institution. He then constantly refers, with an ulterior motive, to his father and mother, but when paroled and sent back home, promptly disobeys, has little or no respect for

them, refuses to live at home because of parental restrictions, and declines to assist in the support of the family. These defectives are always children regardless of years or stature. Their mental processes have been arrested and though adults in stature, they have the mind, judgment and impulses of a child. When they leave the correctional institutions and go on parole, the supervision, surroundings and employment will have to be ideal to expect success of these individuals whom nature has so seriously handicapped."

"Miss Davis in an interview with me at the Eastern New York State Reformatory for Women two years ago stated her difficulty in dealing with the mentally deficient class there. I recall that she pointed out to me at that time a negro girl who was confined in the disciplinary building because she could do nothing with her. She had once before been in the institution; she had been transferred to Matteawan, had been released from that institution and had now come back to Bedford because of commitment to Bedford. She was found to be feeble-minded and not insane and consequently would not be received at Matteawan. She was a very disturbing element at Bedford and is only one out of a large number of cases, not only in that institution but in others. In the institutions, at present, in the correctional institutions, the most that we can expect in treatment, is that special classes will be formed for the mentally deficient. But these, after all, are makeshifts, recognized by the institutions themselves as makeshifts in the absence of special institutions for the purpose of treating the mentally deficient. It is practically impossible as I have just indicated to transfer feeble-minded inmates from correctional institutions to insane hospitals. Insane criminals can be transferred and I think that Miss Davis and Miss Moore both will testify to the difficulty of obtaining the transfer of feeble-minded criminals to hospitals for the criminal insane.

"It was estimated in 1912 that in any one year over one thousand feeble-minded prisoners are to be found in correctional institutions, and of course it was obvious for their own welfare and that of the institutions, there should be a special institution of the custodial class for the custodial care and treatment of mentally defective delinquents. Now that was the reason, the principal reason, why in 1913, the Prison Association introduced a



bill into the Legislature providing for such an institution for feeble-minded male delinquents. This bill passed both houses but was vetoed by Governor Sulzer.

“Now of course it cannot be expected that with the establishment of a separate institution for the custodial treatment of feeble-minded delinquents there would be any diminution in the amount of feeble-mindedness in the institution, but there would be a transfer. The conditions in institutions from which transfer will be made will be healthier, the administration will be easier, and ultimately if permanent segregation and treatment occur in the institution for all practical purposes there will naturally be a certain diminution in the amount of feeble-mindedness in the State.

“But the principal value of such an institution as I am recommending now is two-fold; first, it will make the administration of public correctional institutions easier, and secondly it will give more humane treatment to the inmates who are now feeble-minded in correctional institutions in which they are a burden. Such custodial asylums for delinquents who are mentally deficient, there seems to me should have the right to hold their inmates until in the opinion of a competent authority they may with safety to the community and to themselves be allowed at large. The right of appeal to the courts should be allowed at reasonable intervals to the family or near relatives of such inmates.

“It seems to me further, that such institutions should be separate from any other institution for the treatment of feeble-minded and in view of the probable number of feeble-minded of such exceptionally low grades as to make their custody necessary, it should be under distinct management, with a separate board of managers, appointing its own superintendent and other officers. In other words, it does not seem to me with the probability that there are a thousand or more in the correctional institutions of the State, that we should have a compromise on the proposition of having a State custodial asylum for feeble-minded delinquents attached to an already existing institution for the feeble-minded in the State.

“I think further that such institutions should be on very wide acreage and on the colony plan and that the buildings should be as

economical as possible. In view of the very large proportion of male inmates in the prisons and other correctional institutions, the bill in 1913 provided for the establishment of an institution for male feeble-minded delinquents. It was felt that it would be easier to obtain such an institution from the Legislature, but that was with no idea that the problem of the women was less important, and as a matter of fact, the problem is, in my opinion at least, more important. The women, feeble-minded delinquents, especially of the child bearing age should at the earliest possible moment be provided for by such a custodial asylum as above outlined.

"The State Industrial Farm Colony was established under the laws of 1911. A site of 821 acres has been bought 18 miles southeast of Poughkeepsie at Greenhaven. One of the most beautiful valleys of the State, Fishkill Valley, is the location of the colony and the territory is very fertile — practically all of the acreage is tillable. It has been passed upon by the State Department of Agriculture and by the Department of Agriculture at Cornell. The last two legislatures have refused to grant any appropriations for the colony; indeed it had to fight for its life two years ago. The next legislature will be asked for an appropriation, provided the State Board of Charities consents, of \$225,000 of which \$200,000 will be for construction and equipment and \$25,000 for inmate maintenance. It is the hope of the members of the board that for some of the initial construction we can use competent inmates from other institutions to build certain of the first and necessary buildings in order that we may get to work as soon as possible.

"The effect of the State Industrial Farm Colony upon the feeble-minded problem, I think, will be a very direct one. It is my impression as a layman that a considerable proportion of the so-called habitual vagrants are mentally defectives. I think that matter has been brought out to some extent in the study made under the direction of Dr. Schlapp of the Municipal Lodging House. But there are classes of vagrants that do not get into the Municipal Lodging Houses, certain of them being of a lower grade than those who seek that shelter, and I have the intention, as a member of the board of managers to insist as far as I can upon the colony being itself a laboratory for the purpose of studying the

relations between vagrancy and feeble-mindedness. It seems to me that it should provide for a considerable proportion of the vagrant mental defective class. Unfortunately the commitment period will only be for 18 months, or for two years on a second offense."

Miss Maud E. Miner, secretary of the New York Probation Protective Association, testified as follows:

"I think, perhaps, the first thing I should say — I speak of the needs that appear to us in that work most pressing — one is the need of an institution for defective delinquents, where those who have been convicted by the courts may be sent, and provision made for permanent care in such an institution. One of the difficulties is that in the institutions, every existing institution, the girls are released. I speak of the girls because my work is with girls entirely. A third I should say would be the provision for the mentally deficient who are not delinquent, but who are bound to become so unless provision is made for them. I believe that every feeble-minded girl is a potential prostitute. Unless she is taken care of she is going pretty certain to become one later, without adequate protection and care. And then I would call attention to one other thing, and that is the need of more adequate inspection at the ports of entry, so that they do not come in New York city or in our country, the girls who are feeble-minded, from other countries. Those four things seem to me to cover the situation pretty well as I have seen it.

"Taking the first, the need of an institution for defective delinquents, our figures for this last year show that of 178 girls who have been very carefully examined, 34 per cent., 61 out of 178, need custodial care of some kind. In other words, their mental age is so many periods behind their physical age that you know that they are not going to be able to make their way in the world without failure, and that group I would say of 34 per cent. needed custodial care — not in existing institutions, because we haven't the existing institutions that are suitable for all that group. The lowest graded ones can be sent to institutions, but, unfortunately, they are not kept in those institutions. There is no provision at the present time for the defective delinquent, and no institution is really adequately prepared to deal with that class of girl. They only cause trouble. They are only discharged and put right back

on society, meaning that they spread the contagion of their persons and disease and all the rest in such a way that they are a very great menace both to themselves and to the community. I might cite some examples in that connection. We have had two girls in whom we have been interested who were committed to Randall's Island and those two girls were taken out by their mothers from Randall's Island. Their mothers had never been interested, or in one case the mother had not been interested in the girl for a long time, had not taken any supervision or care of her, but as soon as she was committed, or shortly after she was committed to the Randall's Island institution she applied for her release and took her out, there being no provision for detention in institutions of that kind. Both of these girls have since their discharge from Randall's Island given birth to children, and one is now back on Randall's Island, and the other is in a maternity home. It means that the commitment of those girls to an institution like Randall's Island was all nullified and thrown away by their release to their parents at a time when their parents made application for their release.

"I may say further that out of 100 women that were examined at the workhouse this last year by Dr. Bingham, who was mentioned by a previous speaker, Dr. Parker, as a person of experience in this work, that she has found that approximately 50 per cent. of that group needed custodial care. In other words, they were of the kind of women who should not be allowed to come in and go out after their sentences, but need a long period of training and of care. That is somewhat higher than the group we had at Waverly House during the past year, which was 34 per cent."

COMMISSIONER HEBBERD.—They could be provided for at Bedford, could they not?

MISS MINER.—"This was a group of younger women and possibly not many of them could be provided for there. They were first offenders and I doubt very much if a large number of them would get there. I think more of them would go to an institution for defective delinquents, if such an institution were established. I believe this work should be done in connection with the courts and that after conviction there should be adequate investigation, combining investigation and mental and physical examination,



together with the observation of the girls, so that when sentence is given or a disposition is made that it should be done on the basis of the knowledge of that individual, and I feel very strongly about that as far as the court work is concerned. I could give you individual examples, but I think probably you have so many of those on your records that you would not care for more of them. We have examples of these girls who come to us who have failed time and again and for whom we have failed in our efforts to do the thing that is going to protect and help them because there has not been the right kind of custodial care and the right kind of legislation which enables us to keep them in institutions."

DR. WALTER E. FERNALD, Superintendent Massachusetts State School for the Feeble-Minded, Waverly, Mass., testified as follows:

"In Massachusetts we have a defective delinquent law which provides for the commitment and detention of the so-called defective delinquent class, imbeciles with criminal history. Through the lack of interest on the part of the penal authorities that law has remained a dead letter. All it needs is administrative action by the Governor and by the present commission. That has been a law for two years. We expect a reclassification of our whole penal system and expect that one of the existing prisons will be devoted for that purpose. I feel these two classes ought to be separated. In the first place, from prisons, with their liability to escape and their criminal propensities it makes the cost of supervision, the cost of custody much more complicated and expensive than it would be if you cared for the ordinary feeble-minded. The class of defective delinquents, as a rule, are only slightly defective. Their mental defect is out of proportion to their criminal propensities, and in the institutions you are obliged to provide the precaution against escape quite equal to that of a prison, which is costly, and is very destructive of the morale of your institution. The care of the ordinary case of feeble-mindedness requires but little of that policing and is a much simpler thing. The per capita cost of an institution is very much less for one entirely devoted to the ordinary feeble-minded class as compared with the delinquent class.

"The feeble-minded are as a class very suggestible and one of these troublesome criminal defectives will be a source of great in-

fluence with the feeble-minded patients. He is very disturbing and very demoralizing."

Not only will this relieve greatly the situation in all of our prisons and reformatories and make room in our already existing institutions for more of the dependent feeble-minded at present cared for in the county almshouse contrary to law, but it will prove a more economical way of providing for the mental defectives as well. This is strikingly illustrated in the testimony of Dr. Hastings H. Hart, director of the Department of Child Welfare of the Russell Sage Foundation, who said:

"I wish to suggest especially the economy of making immediate provision for a considerable number of the feeble-minded in the State of New York. This State is already caring for something over 5,000 in institutions designed for the feeble-minded. The State is also caring for a large number of feeble-minded in institutions that are not designed for the feeble-minded. We have in the State prisons and jails a large number of feeble-minded, perhaps 15 per cent. They are cared for, as nearly as I can ascertain, at an average cost of \$182 per capita, making \$275,000. In the colonies for the feeble-minded at Newark and Rome the average cost per capita to the State of New York is reported to be \$138. Therefore if these 1,500 persons were cared for in colonies for the feeble-minded the cost would be \$208,000 instead of \$275,000, a saving of \$67,000 per annum. In our boys' reformatories they have no reliable data, but judging from the statistics which are obtainable in other States I think it would be fair to anticipate that we should find at least 20 per cent. of the boys in the boys' reformatories really belonging to the custodial class. That would leave 900 boys who are kept in reformatories at an average cost of \$243 per year, making \$219,000. If those boys were cared for in colonies for the feeble-minded at a cost of \$138, which is entirely practicable, that would cost \$125,000 instead of \$219,000.

"In the girls' reformatories I estimate that there are probably 400 girls. They are cared for at an average cost of \$285 per girl, making \$114,000, and if they were cared for at \$138 each in colonies that would be \$55,000. We would then have for this class of patients who are now costing \$607,000, a cost of \$388,000, which would be a saving of \$219,000, or 36 per cent. over what we are now spending for the care of the same individuals.

“The presence of these individuals in the correctional and reformatory institutions is an injustice to those persons who are not criminal in disposition, or intention, who, a large proportion of them at least, fall into crime because they have not sufficient will power to sustain themselves, and I believe it is an injustice to herd them with those who are really criminal, but it is also a very great factor in hindering the work of these institutions. Every one of these institutions which has a considerable number of feeble-minded persons is embarrassed in the administration of the discipline. They are compelled to enforce a discipline upon the feeble-minded inmates, which they would prefer not to enforce, in order to maintain proper standards for those who are normal. Feeble-minded persons in the institutions are a hindrance to the school work, to the industrial training, as well as the discipline. For these reasons I believe that it would be a matter of the highest economy to cease the enlargement of these charitable and correctional institutions which now contain children, and to use the money which we are compelled to spend from year to year in enlarging prisons and reformatories,—use that money in buildings for these children, and take them out of those institutions and make room for normal children. We would thus make it possible to perform the work of these institutions very much more efficiently than it is possible to do with the presence of the feeble-minded and at the same time the feeble-minded themselves would be properly cared for.

“One objection we meet is the immense expense of caring for the feeble-minded in institutions. We lose sight of the fact that we are taking care of these feeble-minded, all of them. They are being taken care of in a very expensive way and in a way that involves a great deal of hardship. We do not allow them to starve to death, we don't expose them to perish on the mountain sides as the old Spartans did. We take care of them. They are taken care of usually by the sacrifice of their families. There are hundreds and hundreds of women in the State of New York who devote a large part of their lives and their strength to the care of feeble-minded children, and there are hundreds of feeble-minded people that I have not mentioned, that are cared for in almshouses, the census showing 2,200. I did not mention them before

because of the fact that they did not serve the economic argument I used a moment ago. They are cared for at a cost of \$65 a year whereas we ought to spend twice that money in taking care of them properly.

"Another reason why it would be economical to care for these children is that they are now cared for in families in which it is impossible to care for them adequately. This is especially true of the girls; it is also true of the boys. A girl in an ordinary family is exposed to hazard unless she can have the constant time of an attendant. Every time she steps out of the house she is exposed to hazard. There is the butcher's boy and the baker's boy and the boy across the street and others, and what has happened before is likely to happen again."

MISS MARY REBECCA MOORE, Superintendent Bedford Reformatory, said: "I feel there is very immediate need of increased care for mental defectives. It is an unnecessary expense to the State to send so many of those cases to us at the Bedford Reformatory, when we are required to return the girls to the sheriffs of the counties to which they belong to reduce the number of feeble-minded in our institution and to get better results from our work."

#### SUITABLE BUILDINGS AND GROUNDS

It were well in the future for New York to adopt some unit of construction for the buildings to be erected in institutions for the feeble-minded that would prove economical as well as useful. Massachusetts has led the way in this, for at both Waverly and at Wrentham the unit of room 30 x 40 x 100, which was worked out by Dr. Fernald as a result of his long experience, has been adopted for all the dormitories. The buildings are built with either three or four of such units to a floor and have proven very cheap to build and simple to keep in repair.

New York has always been extravagant in building new buildings and then foolishly penurious about keeping them in repair. Craig Colony illustrates this point admirably for many of the cottages which originally cost far more than was really necessary are now crumbling away for lack of any appropriation to keep



them up. The photograph facing page 310 shows how the buildings are actually falling to pieces because of this foolish policy of economy.

The picture of the laundry at Craig Colony facing page 310 also illustrates the folly of over penuriousness in the fiscal supervision of our State institutions. This laundry was burned down in 1913, and because of the lack of appropriation was hastily repaired instead of being rebuilt. In consequence a large part of the laundry work — which is always a heavy item at such institutions has to be sent out to the private laundries nearby. This has cost the State far in excess of what it would cost in the colony's own plant and has moreover deprived the patients from one of the most popular and most beneficial occupations. It would have been an actual saving to rebuild this plant and equip it with modern machinery rather than merely to patch over the ruins of the old building as was done.

DR. WALTER R. FERNALD, of Massachusetts, said "I think that we have failed, in the construction of our institutions, to utilize the tremendous advance in architecture which has been made in the business world. It is almost impossible to build an institution without great porticos and architectural display, which is unnecessary and is expensive, and quite inappropriate. If we are to care for the feeble-minded in a large way we must adopt enormously simpler architectural types and build as economically as a manufacturing plant houses its workmen and its machinery. The essentials in an institution of space and light and air are very simple, and some Board will establish them as standards."

### THIRD. NEED FOR LABORATORIES AND RESEARCH FACILITIES

Another instance of the penny wise, pound foolish policy of economy is the failure to equip these institutions for the feeble-minded with adequate facilities for scientific research work. If we can hope for results anywhere in the discovery of the etiological factors of epilepsy and mental deficiency it is at the homes and schools which the State provides. The law already permits the making of autopsies on those who die at the asylums, but the State has granted such meager allowance for the erection and equipment of libraries and laboratories as to make this law nugatory. It is of the highest importance that every facility be given

the medical directors at each institution to do as much pathological research as possible.

Of course, this work must be carefully supervised and sufficient safeguards thrown around it to prevent possibility of the abuse of this privilege. For this reason the Board of Mental Research which is recommended to have charge over the proposed psychopathic clinics should be given supervisory power over the research work to be done at each institution.

One immediate effect of such a plan would be the awakening of interest of medical students and practicing physicians in the general problems of mental deficiency. The position of medical assistant at the institutions would become one that would attract the leading students more for its potential scientific opportunities than for its financial remuneration. These laboratories would become the focus point for the post-graduate work in medical colleges and normal schools and would be the beginnings for scientific work of as high a grade and as great a promise as that of the famous institutions of Europe.

#### THE CONVENIENCE OF LOCALITY

New York State in its desire to secure suitable land for its institutions for the mentally deficient has gone too far away from the centers of population. While it may be necessary to provide custodial care for many of the feeble-minded, it is not at all desirable to make such provision that will be inaccessible to the families of those who are there cared for. A parent or relative is naturally reluctant to send a subnormal member of the family so far away that he cannot conveniently visit him frequently. Thus Rome, Syracuse and Newark are quite out of reach of the people in Buffalo and the Southwestern part of the State and even more inaccessible to the citizens of New York City.

The new institutions recommended by this Commission will do much to overcome this very real obstacle to the custodial care of the feeble-minded and epileptic.

DR. WALTER E. FERNALD, Superintendent Massachusetts State School for the Feeble-Minded, Waverly, Mass., testified as follows: "As I have seen your problem in New York the distance of

your institutions from the population served has always seemed to me an unnatural and expensive and rather an unfair arrangement. The poor man who sends his child from here to Craig Colony or to Syracuse finds the distance so great that he is barred from visiting him and he fails to keep up the connection, he loses interest, he fails to clothe him or pay his board, when perhaps he might do so if he visited him. From the humanitarian point of view, if these patients are to be segregated, they should be segregated within reasonable access of the family."

With the establishment of a new colony for epileptics in the vicinity of New York city, the reorganization of Randalls Island as a State school for the high grade, and the immediate development of Letchworth Village to its fullest capacity, the lower part of the State will be fairly well provided for, and the needless cruelty of great distance between the parents and a committed child obviated. The next general colony for care of the feeble-minded should then be located in the southwestern corner of the State, convenient to the region lying between Buffalo and Elmira. In the establishment of all future colonies for special classes or for general groupings of the defectives, the greatest care should be taken to see to it that they are properly distributed throughout the State and of easy access to the parents and friends of the patients who must be committed to public care. This will do much to remove the horror of institutionalism that though founded on superstition and ignorance is nevertheless a very real factor retarding the progress of our campaign of public provision.

## CHAPTER IV

## AFTER CARE

Up to this point in the report we have considered the methods of diagnosis and care of those in society who are found to be mentally deficient. In this final chapter we must take up briefly the whole purpose of such care and diagnosis, and the general problem of the relationship of the subnormal to the normal citizens of the community.

There will always be a certain number of idiotic and paralytic defectives that will need custodial attention throughout their entire lives. There are moreover a certain number of imbecilic cases among women that require custody during their child bearing period. But for the others who are of a higher grade of intelligence and yet definitely deficient mentally, it is unnecessary in practice and wrong in principle to plan a lifelong custody in an institution if this can be avoided.

We must turn back for a moment to our conceptions of the pathology and the psychology of feeble-mindedness. There are two factors of vital importance in the educational development of all children, normal or subnormal. The first is the installation of proper habits of thought and of conduct and the other is the acquisition of technical skill. The first leads to self-respect and the second to self-support.

It is in the light of these two principles that we must again compare the work of public schools and State institutions and point out the function of each in the development of the individual who is mentally defective and yet able perhaps to maintain himself without injuring the social welfare of his fellow citizens.

Today the ungraded classes in the public school have little control over their pupils after school hours and none at all beyond school age. Although there is an attempt made in New York City, Rochester and Buffalo to find work for and also to supervise the conduct of those who have left the schools, it is done so loosely and unsystematically as to be of little real value. The testimony



on this point varies so much that it in itself shows how little real knowledge we have on the results of this school training on the after life of the pupils.

MISS FARRELL testified as follows for the New York City schools: "An effort has been made to determine the results of ungraded class work on the lives of children after they leave school at the age of sixteen. One hundred and twenty-four children were followed. It was found that 54 per cent. of them were working for wages; 25 per cent. are cared for at home; 8 per cent. are in institutions; 2 per cent. have died; 5 per cent. have been arrested. The full discussion of this is found in the sixteenth annual report of the city superintendent of schools. This study is mentioned here not because we feel it is conclusive, but because it offers a field for investigation very much worth while."

DR. WALTER E. FERNALD, Superintendent Massachusetts State School for the Feeble-Minded, Waverly, Mass., said: "Assuming the total number of those who are technically feeble-minded as 250,000 if the State of New York had provisions for the care of 20,000 it would be impossible to put into custody a very large percentage of that number. In the first place there are very many families with feeble-minded children perfectly able and willing to care for those children, not only through their childhood, but through their adult lives. There are other families where they are able, after you have trained them in institutions, perfectly able to give them good care at home, to supervise them and to protect them. There are large numbers of parents who would under no conditions allow their feeble-minded children to leave the home care. I think that number is very much larger than is generally supposed. There is no reason why a boy of seven or eight or nine or a girl of seven or eight or nine is not just as well off in a good home as she is in an institution. The theory that the feeble-minded must all be torn away from their friends and thrust into institutions and interned for life,—in the first place it would from a taxpayer's standpoint be an impossible proposition and it is absolutely unnecessary. As a matter of fact many of the feeble-minded in institutions settle down, male and female, after a long adolescence. When they get

past that long adolescence, if they have been properly trained in the institution, habits of industry and habits of sex control formed, they do go home and get on amazingly well. Now when you have eliminated those classes you have left the helpless idiots, the obviously public class and the high grade defectives who have no friends or family to care for them. The latter constitute the greatest menace in the community, much more serious than the idiot or low-grade imbecile, because their defect is not suspected by the community and they are given responsibilities and opportunities,—they are the class from whom the social criminalistic danger is greater,—it is greater from that class than from the other. I believe we have relied too much upon the institution and too little upon the necessity for some sort of extra institutional provision for these cases. Institutional training will make the feeble-minded capable of social life under less supervision than they would otherwise need.

“ I believe in a continuing system of education of the medical profession and of the school authorities and of your law makers, to give them a practical knowledge of the fundamental laws which govern the transmission of mental defect, I believe that is the most important thing for us to do, so that there will be a community responsibility in a way for the feeble-minded in that community, so that the breeding of defectives and the marriage of defectives and the immorality of defectives will be a matter which interests good citizens; that the existence in a community of a feeble-minded girl with venereal disease will be regarded as a matter which is of tremendous importance, and that the segregation of that one feeble-minded girl stops that focus of venereal disease the results of which may go through several generations, and the education of that community which comes from the proper disposition of that case is most important. As a matter of fact, in matters which we are discussing, the certainty of the transmission of defect, the social significance of mental defect is known only to a few people. The average physician knows nothing about it. The average school master knows nothing about it nor does the average poor master.”

The system of parole as at present practiced to some small extent in asylums for the mentally deficient is similarly too loose to

be of much value. We must actually face afresh this whole question of training the higher grade feeble-minded, and begin now to apply all our knowledge and our broadest social viewpoint to it.

Again we face a problem of diagnosis for it is only upon a prolonged and thorough study of the individual's mental capacity and emotional temperament that we can properly decide what method of training will best develop his character. It is again necessary to classify the subnormal children into various groups and outline suggestions for their proper care and after care. It must of course be asserted that this classification cannot in any instance be used dogmatically but is merely suggestive of the proper treatment of each subgrouping of the higher grade defectives.

There are first, then, the sluggish, retarded children who by special instruction and individual care can be brought back so closely to approximate the normal that they can be safely trusted to take a place in the community.

Then come the nervous, high strung children who are especially irritable and excitable during adolescence. Often the emotional disturbance following puberty may cause a mental instability closely simulating feeble-mindedness and often leading towards delinquency. Such children are out of place in our schools as they are subject to many temptations, particularly those that are sexual in origin, from which the schools cannot protect them. They should not be sent away with the deficient children, either, because they have a bad effect on the dependent feeble-minded and often deteriorate by mingling with those of inferior mentality.

Mrs. Wm. K. Vanderbilt conducted a small colony at Hillside, White Plains, N. Y., for some of these mentally unstable children who had been brought into the children's court for petty offenses. While only open a short while and accommodating only a limited number, this experiment proved a success in demonstrating how much good can be done these children by institutional care during their adolescent period. At present there is no State home to do this work; indeed it is doubtful whether the State can ever provide such an institution because of the many more pressing demands upon it for institutional pro-

vision. But there is a growing need for some such detention farm for this type of child quite separate and distinct from those organized for either the dependent or the delinquent defectives.

Then there are the truly deficient cases that are of such an even temperament as to preclude the development of criminalistic tendencies, if they are kept away from temptation during the formative period of their lives. This formative period is naturally of longer duration with the subnormal than with the normal child. Here we are presented directly with the choice of school care or institutional care. The arguments for both have already been presented; it is only necessary here to point out that the real basis for choice in any given case must be the effect upon the future life of the child. In addition to the need for a scientific method of psychiatric diagnosis, is the need of a technique of social prognosis based upon an intimate knowledge of the hereditary and environmental factors involved in each individual's development. Before deciding between school care and institutional care we must know the home conditions of the child and whether the parents are able to surround it with the necessary safeguards to ensure it a moral as well as an educational training.

Where these home conditions are favorable it is of course advisable that the child be left in the public school and with its own family. Not only must capable vocational instruction be given but it must be kept in intimate contact with the home discipline and home education.

Where the families are too poor or too ignorant to provide a proper home surrounding, institutional training during adolescence is far preferable to public school instruction because of the fact that the habits of industry and morality can only be instilled by a strict supervision for each hour of the day and for every day of the year.

In those cases where delinquent tendencies have already appeared even greater care must be taken to leave to the schools only those children fortunate enough to have parents that can understand and sympathetically give that special attention that is necessary. All other cases should be sent to farm colonies that are



so thoroughly equipped and well managed as to appeal to the public as high class training schools rather than as custodial asylums.

No categorical rules can be laid down as to the proper time for the transference of children or adults from the community to the institution or back from the institution to the community. Only by adapting the most thorough scientific standards of diagnosis to the particular needs of each individual can a just decision be made.

### THE TEST OF LIBERTY

But in either case a system must be devised for the informal supervision or parole of those who develop sufficiently to be given a fair trial. The schools must perfect their schemes of vocational guidance and of home and school visiting, and should enforce the law that gives them authority over these children up till sixteen.

The institutions on the other hand must perfect their schemes of training schools, probationary colonies and finally of parole.

When any high grade defective has gone through a thorough training in the formation of good habits and the development of technical skill either in a school or in an asylum, and is sufficiently self-respecting and self-reliant to make his own way in the world, he must be given entire freedom. No test of liberty can be real in its results unless it is truly complete. Whatever supervision is maintained by the school or state authorities should be based entirely on mutual friendship and personal interest rather than on official power and dignity. As far as possible each person that is thus paroled should be surrounded with friends who understand his limitations and his needs, but on the other hand he must be protected as well from the officious oversight of neighbors or workers who will continually plague and restrict him.

The success of this test of liberty depends as much upon the conduct of the community as of the individual. In a great many instances the test will fail and the individual will become dependent or delinquent. Then society must again see to it that he is brought back either for further training or for custodial care. But in many others the test will succeed and the well trained feeble-minded will become an asset rather than a liability to the community.

This test of liberty involves great risk—the greatest of all being the possibility of marriage and propagation of more feeble-minded children. But as long as society itself is willing to license such marriages, and to blink at the great social evils which induce illicit intercourse, society must give the benefit of the doubt to those who through no fault of their own are mentally handicapped.

A campaign of education undertaken by the board of mental research, the departments of health, education and charities and by all the voluntary organizations and schools interested in the betterment of society, will do much to make possible this readjustment of the graduate feeble-minded to communal life. Such a campaign is the essential factor in the development of this and every other step in the social care of those who are the victims of social neglect and social misery.

The five great principles which this Commission lays down in its program for the public provision for the care, custody, treatment and training of the mentally deficient are then as follows:

First.—An adequate state-wide standardization of diagnosis of the feeble-minded under competent State authority.

Second.—Adequate and separate State provision for the custodial care of the dependent and the delinquent defectives.

Third.—Adequate character building and vocational training in State training schools and special ungraded classes for the education of those who later are to be entrusted in the community.

Fourth.—Adequate provision for research into the etiological and social causes of mental deficiency.

And lastly.—A system of friendly supervision of these high grade defectives who have been so trained as to warrant giving them a chance to maintain themselves in the community.

## TESTIMONY

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### a. Need for Extension of Facilities for Care of Dependent Defectives

DR. CHARLES B. DAVENPORT, Director, Eugenics Record Office:

It seems to me that one of the matters upon which we desire information is in regard to those who require State care, who are being taken care of by the State, in order that we may know the factor by which the present State care must be multiplied in order that an ideally complete solution of the problem of the care of the mentally deficient may be reached. It seems to me that at present we have only guesses as to the number of those in the State who ought to be taken care of by the State but who are not at present being taken care of. I am quite sure that probably not half, perhaps not a third of those who should be under State care are so at the present time, but this, you see, is merely a rough guess.

COMMISSIONER HEBBERD.

Do you know of any effort being made, either by the school authorities or by the general authorities of the city, to get the State to extend the facilities of the institutions, so as to take, we will say the idiots, or the imbeciles, if there be any such, out of the schools and put them into institutions — has there been any such concerted action ever?

Mrs. FORD, Secretary, Education Committee, Board of Estimate:

No concerted action to my knowledge. When I asked the question myself in June I was informed to the effect that no such effort had as yet been made. I have had a talk recently with one of the most prominent of the district superintendents on this very matter and I found that superintendent to be very much of the same opinion as I myself, that these children, many of them, should be taken care of in institutions other than the public schools. In fact we had already suggested, both directly and indirectly the need of a commission, a local commission here in the city, even before your commission was appointed to take up that matter, to raise the question and see what could be done.

MISS ELIZABETH IRWIN, of the Public Education Association:

The work which I have done which brought me most closely in contact with the children in the mentally defective classes in the public schools was done during the years 1912 and 1913, during which time I visited practically all of the ungraded classes in the city for the purpose of urging the parents of the children in the classes to put them into institutions. Most of the emphasis was put upon children between the ages of twelve and sixteen because children younger than that were less harmful in the community and the children after they become ten to fourteen years of age are looked upon by their parents as possible wage earners. So that most of the emphasis was upon urging those between twelve and fourteen to go to institutions.

The point that I think is most interesting in connection with that is that out of 100 cases, I was only able to persuade the parents to send twenty children, and of those twenty children only fifteen remained a year, and at the present time, so far as I know, three more have come out of the institutions and there are now only two out of the effort which I put on the entire hundred that are still in institutions, which seems to me to point to the fact that until we have some law by which the parents can be made to put the children there, or until we have some law that will compel them to keep them there once they are there, that the public school is the place in which these children have to be educated.

MISS ELEANOR H. JOHNSON, Chairman of the Visiting Committee of the Public Education Association:

I think it was several years ago that the State Charities Aid Association first started a campaign for a larger appropriation and I was serving at that time as volunteer secretary of the committee on provision for the feeble-minded, and also was secretary of a committee in the Public Education Association. The Public Education Association co-operated most vigorously in getting people together throughout the city and they seconded all the efforts of the State Charities Aid Association in asking the Legislature to make large appropriations for more institutions. And we had from the board of education co-operation in the form of furnishing us with figures of the children in ungraded classes and the children who have been examined in the schools but have not



yet been entered in the classes. Some of the best material came from the co-operation which the board of education gave. The Public Education Association has constantly co-operated since then in these efforts and has always—I can speak positively for them—has always been active because it feels very strongly, as Miss Irwin has said, the need for institutional care for many of the children who are now in the schools and that there should be a better connection existing and an easier way of transferring children from the schools to institutions.

It seems to me that it is not enough recognized that we must deal with conditions as they are, and that the schools provide for the giving of education as the law stands. And if that is so all children must be registered and classified within the schools.

DR. SIMON HIRDAISKY, Principal of Public School No. 4, Bronx:

It is my impression that the number of institutional cases in the schools is between one-tenth and one-fourth of one per cent.—that one-fourth of one per cent. is a very large estimate and that it is much nearer one-tenth of one per cent. of the total school population.

I would like also to emphasize the fact that in problems relating to children it is primarily a teacher's problem and is only secondarily a physician's problem. And if any of those children are to be sent to institutions, even then in the last analysis they should be sent to an institution conducted along educational lines with the assistance of physicians, rather than an institution conducted by physicians with the assistance of teachers. That is the first, last and strongest plank that I could personally lay down.

MISS META ANDERSON, supervisor of classes for defectives in Newark, N. J., schools, and in charge of demonstration school for training of teachers in New York University in the summer:

I think I agree with other people that the institution is the place for all feeble-minded children, from the idiot to the moron, but the present conditions do not provide for that as far as I can see. We have far more trouble with the girls getting married than the boys.

DR. HARRIS TAYLOR of the Deaf-Mute School, New York City:

My experience with the deaf has been of a nature that forces me to a very similar conclusion to that of others who have spoken this afternoon, that is, that the low grade child, whether deaf or not, should receive institutional care; and I will go still further in regard to those who are so unfortunate as to be doubly handicapped, that is to be both deaf and feeble-minded, there should be a separate, distinct institution for them. It so happens that the disease that makes one deaf occasionally affects ones mind, therefore perhaps the percentage of feeble-mindedness is a little higher among the deaf than among the hearing. I believe an institution for the low grade deaf children of this State is needed.

COMMISSIONER HEBBERD.— You think there are a great many of them?

DR. TAYLOR.— There are sufficient of them I think to command the services of a school and this could be done without adding one dollar to the State's expense. It is simply transference from one place to another. There would be no additional expense whatever for an additional school to take children of this kind.

COMMISSIONER HEBBERD.— Have you any idea as to the number of mentally defective deaf in the State?

DR. TAYLOR.— I should say at least 100.

MR. MORRIS D. WALDMAN, Secretary United Hebrew Charities, New York City:

Public attention should be focused on the fact that, since we have these feeble-minded people, there is inadequate institutional care for them — for those concerning whom everybody agrees that they should be under institutional care.

I have had a feeling for some time that a very large proportion of the families that come to the attention of the relief societies belong to what might be determined a deficient class, or a defective class, if you will, people who lack the sustaining qualities that make for independence.

It has been very difficult to influence a mother to have her defective child placed in an institution. Occasionally we do succeed in getting a mother to agree to do that but the tendency is the other way.

MISS RUTH M. UNDERHILL, Agent of the Nassau County Association:

Nassau county has a quota of five persons a year in the State custodial institutions, and we have in our office, I think, a list of twenty-five or thirty on the waiting list, whose parents have consented to sending them away, and who are anxious to go. The situation is quite hopeless. There is crying necessity of more space in the institutions.

HON. WILLIAM R. STEWART, President State Board of Charities:

The establishment in 1851 of the New York State Asylum for Feeble-Minded Children at Syracuse was the first practical step taken by the State of New York in the direction of its assumption as ward of the feeble-minded. It would seem to me in any comprehensive scheme for the care and treatment of the feeble-minded, idiots, and epileptics of all sorts, that the institution should be removed as soon as possible to a larger site in the country and the children cared for in small buildings. It is the only State institution which takes children.

The State Custodial Asylum for Feeble-Minded Women was established as a branch of the asylum at Syracuse in 1885 in Newark. It is the only institution in the State which cares for women of the feeble-minded, idiotic class, until they are past the child-bearing period, and there is probably work for another such institution to do. There is great pressure upon the Newark institution for admission and they always have a large list of applicants for admission.

The State board has planned for many years that the State Custodial Asylum at Rome should receive only men and that the women who are there should be elsewhere provided for, preferably at Newark, but up to this time, because of the failure of the board to obtain the necessary appropriation to enlarge Newark or other institutions there are still women at Rome. I think there are about 400 women and about a thousand men at Rome and in any recommendations which your committee makes I think there should be a recommendation that the women be removed from Rome and cared for somewhere else. The problems of management are very much complicated by their continuance there and

as there are nearly three men there to one woman, the practical thing naturally is to remove the women and put them somewhere else.

In 1894 Craig Colony was established. Its infirmaries are overcrowded and there should be some relief. In that connection it might be well to call the attention of the commission to the great hardship of sending epileptics from this end of the State to Craig Colony. It is a distance of about 350 miles, and as all of these people are in indigent circumstances, sending them practically means in many cases a life long separation of the inmate at Craig Colony from his friends and family here. So that I think another colony for the care of epileptics ought to be built at this end of the State in which the epileptics from what we might call the metropolitan district might be housed.

I think that the State Board of Charities had hoped, or rather believed that with the opening of Letchworth Village most of the inmates of Randall's Island asylum and schools would remain there as hospitals for children or serve as a reception house for the temporary care and classification of the feeble-minded before they are sent to State institutions.

In my opinion, based possibly on the knowledge of both systems, State care is as a rule the best. It generally provides a larger site and it generally provides a longer continuous administration in the way of managers and of the officers of institutions. Many of the superintendents of State institutions have held their offices for years and years and have naturally become well acquainted with their jobs, and that cannot be so truly said of the city institutions.

MR. HEBBERD:

This can be said, however, of Mrs. Dunphy I think.

MR. STEWART:

It certainly can be said of Mrs. Dunphy.

DR. HASTINGS H. HART, Director of the Department of Child Welfare of the Russell Sage Foundation:

I wish to suggest especially the economy of making immediate provision for a considerable number of the feeble-minded in the State of New York. This State is already caring for something



over 5,000 in institutions designed for the feeble-minded. The State is also caring for a large number of feeble-minded in institutions that are not designed for the feeble-minded. We have in the State prisons and jails a large number of feeble-minded, perhaps 15 per cent. They are cared for, as nearly as I can ascertain, at an average cost of \$182 per capita, making \$275,000. In the colonies for the feeble-minded at Newark and Rome the average cost per capita to the State of New York is reported to be \$138. Therefore if these 1,500 persons were cared for in colonies for the feeble-minded the cost would be \$208,000 instead of \$275,000, a saving of \$67,000 per annum. In our boys' reformatories they have no reliable data, but judging from the statistics which are obtainable in other states I think it would be fair to anticipate that we should find at least 20 per cent. of the boys in the boys' reformatories really belonging to the custodial class. That would leave 900 boys who are kept in reformatories at an average cost of \$243 per year making \$219,000. If those boys were cared for in colonies for the feeble-minded at a cost of \$138, which is entirely practicable, that would cost \$125,000 instead of \$219,000.

In the girls' reformatories I estimate that there are probably 400 girls. They are cared for at an average cost of \$285 per girl, making \$114,000, and if they were cared for at \$138 each in colonies that would cost \$55,000. We would then have for this class of patients who are now costing \$607,000, a cost of \$388,000, which would be a saving of \$219,000 or 36 per cent over what we are now spending for the care of the same individuals. The presence of these individuals in the correctional and reformatory institutions is an injustice to those persons who are not criminal in disposition, or intention, who, a large proportion of them at least, fall into crime because they have not sufficient will power to sustain themselves, and I believe it is an injustice to herd them with those who are really criminal, but it is also a very great factor in hindering the work of these institutions. Every one of these institutions which has a considerable number of feeble-minded persons is embarrassed in the administration of the discipline. They are compelled to enforce a discipline upon the

feeble-minded inmates, which they would prefer not to enforce, in order to maintain proper standards for those who are normal. Feeble-minded persons in the institutions are a hinderance to the school work, to the industrial training, as well as the discipline. For these reasons I believe that it would be a matter of the highest economy to cease the enlargement of these charitable and correctional institutions which now contain children, and to use the money which we are compelled to spend from year to year in enlarging prisons and reformatories,—use that money in buildings for these children, and take them out of those institutions and make room for normal children. We would thus make it possible to perform the work of these institutions very much more efficiently than it is possible to do with the presence of the feeble-minded and at the same time the feeble-minded themselves would be properly cared for.

One objection we meet is the immense expense of caring for the feeble-minded in institutions. We lose sight of the fact that we are taking care of these feeble-minded, all of them. They are being taken care of in a very expensive way and in a way that involves a great deal of hardship. We do not allow them to starve to death, we don't expose them to perish on the mountain sides as the old Spartans did. We take care of them. They are taken care of usually by the sacrifice of their families. There are hundreds and hundreds of women in the State of New York who devote a large part of their lives and their strength to the care of feeble-minded children, and there are hundreds of feeble-minded people that I have not mentioned, that are cared for in almshouses, the census showing 2,200. I did not mention them before because of the fact that they did not serve the economic argument I used a moment ago. They are cared for at a cost of \$65 a year whereas we ought to spend twice that money in taking care of them properly.

Another reason why it would be economical to care for these children is that they are now cared for in families in which it is impossible to care for them adequately. This is especially true of the girls; it is also true of the boys. A girl in an ordinary family is exposed to hazard unless she can have the constant time of an attendant. Every time she steps out of the house she is

exposed to hazard. There is the butcher's boy and the baker's boy and the boy across the street and others, and what has happened before is likely to happen again.

MR. BAILEY B. BURRITT, General Director of the New York Association for Improving the Condition of the Poor:

We have a very large number of cases that we have referred to the clearing house and to other agencies in the community for diagnosing but I cannot speak with any great definiteness as to the number that really should be committed to institutions without going through our records and separating those from all of our cases.

It seems to me that the start the State has made in making provision for the more or less permanent care and custody of the feeble-minded is a wise one, and perhaps the most crying need is the extension of those facilities. That it seems to me is the first thing that should be met. We need, of course, more facilities for diagnosing the cases, more facilities for temporary detention of them, but the most important thing is to have places where we can more or less permanently isolate the most aggravated cases.

I should say that if the number of delinquents is large, as we know it is, and sufficiently large so that it would be practicable to have several institutions so that we can separate the delinquent from those simply dependent it would be desirable to do that.

If the cost could be distributed over ten or fifteen years by the issue of corporate stock or a bond issue it would enable us to deal with the problem comprehensively as it should be dealt with.

MR. CLARENCE M. ABBOTT, Secretary of the New York State Commission for the Blind:

About a year ago the attention of our Commission was called to the fact that there was a considerable group of blind people in the State who were not susceptible of education as afforded by schools for the blind, and after making inquiries, it was the consensus of opinion that it was very much better to secure training for the feeble-minded sightless children in some institution especially adapted for the purpose rather than to endeavor to secure or to train a child in a school for the blind. Since that time we have

been communicating with the Syracuse State Institution for Feeble-Minded Children and I gather from our correspondence that in their opinion it would be a very wise thing if there were to be in connection with the Syracuse State Institution a special department or special building for the care of the feeble-minded blind. If a guess may be allowed, there may be upwards of 100 such cases. We have 50 in New York City, there are 12 in Rome; there are some on Randall's Island and I do not think it will be difficult to find one hundred cases of that kind in the State.

MR. EDWARD M. VAN CLEVE, for seven years engaged in work for the blind in Ohio, newly come to the New York School for the Blind:

There is a very serious need of the segregation of the feeble-minded blind children.

A school for the blind is no place for a feeble-minded child, even if he does happen to be blind. I might cite you the case of a boy from Ohio whose name I had perhaps better not mention, who was both deaf and blind. When he was four years of age he lost through spinal meningitis the faculties of hearing and seeing, and his photograph was taken at that time. It is the likeness of an idiot. I think you would all say if you saw it that that face bears the marks of idiocy, and at fourteen years of age his photograph was taken after he had had ten years of instruction as a deaf, blind child, and his face was full of light and intelligence and interest, and I feel that he is a very bright boy, perfectly able to learn from books and nature. We cannot always be sure from the outside looks whether a child is really defective or whether he is merely retarded. One or two years possibly is not enough time to determine this question in the case of the blind.

MR. HOMER FOLKS, Secretary State Charities Aid Association, New York City:

Now it would seem to me that the greatest service that this Commission could render, and by far the most important aspect of the situation is that of care—whether a very much larger amount of custodial care can be had. Whatever we do not know about it we at least do know that there are very large numbers



of undoubtedly feeble-minded people who at the present time cannot be admitted to any existing institution and who are a source of very great danger and expense, great moral injury and of great physical injury to the communities where they live. That question, of course is a financial question. Now it seems to me that if this Commission can outline two things,— firstly a program of the amount of provision for the industrial care of the feeble-minded,— it ought to be made in say a period of the next ten years,—(of course it would be an estimate and not an exact statement) and if it could outline in terms of numbers of persons to be provided for and in terms of course of original construction, in terms of annual maintenance thereafter, and with some general statements as to the distribution of those institutions, what you would conceive to be approximately their most desirable size, and in general terms how they could be most efficiently organized and administered. I think we should have before us one of the most important assets in securing appropriations or funds from whatever source they may come.

That would involve also a discussion and a recommendation on the question of the source from which these moneys should come, and I should suppose there would be probably substantial unanimity of opinion that they should come from the sale of bonds, and that if there be any conceivable doubt as to the possibility of doing that and also at the same time other things the same year that they should ask the Constitutional Convention to remove such a doubt in the revision of the constitution.

DR. EDWARD T. DEVINE, New York School of Philanthropy,  
New York City:

It would seem to me that the recognition of the principle that the State is to accept responsibility for the particular care needed by the feeble-minded, just as we do for the insane, carries with it the subordinate principle that there should be some local authority everywhere which should exercise some such powers as the English Commission recommends. Their plan, of course, is not identical with the clearing house. It goes further in certain directions and perhaps not so far in others.

MISS ANNA B. PRATT, Assistant Secretary of the Public Relief Commission and Secretary of the Elmira Federation for Social Service:

I have been in the office of the overseer of the poor for nine years. I have found in that time the greater part of the poverty in Elmira due to the fact that the families who come to us, the majority of the families who are chronic paupers in the city, are paupers because of feeble-mindedness or from drunkenness. The greater number of those who have come were paupers from feeble-mindedness, it seems to me, in studying the records of the families. When I first came into the office of the overseer the families that had been on the lists for years, probably the man or woman would be adjudged to-day feeble-minded. At that time we did not know so much about the feeble-minded people; we have tried to secure care for the children and many times we have wanted to secure care for the women in those families. It has been almost impossible to ever find a place in a public institution for the women. We have, I think, in the last three years been able to place only one feeble-minded woman in the Rome State Custodial Asylum. We have in that time had five committed to institutions for the feeble-minded. To-day I have on the list among my families whose addresses I know and who I believe should have custodial care 193. We have been told in all the institutions that they are crowded; they have too many on the waiting lists. We have at present a little boy that we are very anxious to place and the word comes that it is almost impossible to place any more in any of the institutions. We have a woman at the county house now who has recently had a little child. She has been on the waiting list of Newark for about nine months and we have been unable to send her there and the superintendent of the county tells me that it is impossible to give her custodial care at the county house. She has a little baby there whom she is nursing, but the other evening she escaped from her room and went off with a man and came back toward morning drunk and was in bed the greater part of the morning. The menace to the community from this cause seems in a small city like Elmira to be the greatest menace from the marriage of the feeble-minded. Having been in the office for nine years I have watched the girls grow up

and marry and it has seemed very, very hard to have those girls marry and bring families into the world.

MISS ELIZABETH E. FARRELL, Inspector of Ungraded Classes,  
Department of Education, City of New York:

My own experience with children in ungraded classes led me very clearly to the belief that the State must provide more adequately for those of abnormal mentality. In the Thirteenth annual report of the city superintendent of schools you will find the following:

‘ Our experience shows that there is a small percentage of the mentally defective children in our schools so far below the normal that they do not respond to any method of training hitherto devised. Such children should not be placed even in our ungraded classes. They receive little good and they do much harm there. They are strictly institutional cases. As far as we can see at present they will always be a burden to their relatives or to the State. Yet your board has no machinery for sending these children either to an institution under its own jurisdiction or to the State institution for mentally defective children at Syracuse. I am informed that to this institution are committed every year, on the petition of their parents, children who are not so atypical as to be unsusceptible to training in the public schools, while we know that we have in our ungraded classes some children who are apparently incurable and so, consequently, ought to be in an institution for incurables. I suggest, therefore, that your board, as soon as the force under Miss Farrell has been sufficiently augmented to undertake the work, enter into an arrangement with the trustees of the Syracuse institution, by which your representatives shall examine all children proposed for commitment from our city, to the end that no children shall be committed who are not properly institutional cases, and that all pupils who are susceptible only of institutional treatment may be removed from public schools.’

DR. WALTER E. FERNALD, Superintendent Massachusetts State  
School for the Feeble-Minded, Waverly, Mass:

Assuming the total number of those who are technically feeble-minded as 250,000, if the State of New York had provisions for the

care of 250,000 it would be impossible to put into custody a very large percentage of that number. In the first place there are very many families with feeble-minded children perfectly able and willing to care for those children, not only through their childhood, but through their adult lives. There are other families where they are able, after you have trained them in institutions, perfectly able to give them good care at home, to supervise them and to protect them. There are large numbers of parents who would under no conditions allow their feeble-minded children to leave their home care. I think that number is very much larger than is generally supposed. There is no reason why a boy of seven or eight or nine or a girl of seven or eight or nine is not just as well off in a good home as she is in an institution. The theory that the feeble-minded must all be torn away from their friends and thrust into institutions and interned for life — in the first place it would from a taxpayer's standpoint be an impossible proposition and it is absolutely unnecessary. As a matter of fact many of the feeble-minded in institutions settle down, male and female, after a long adolescence. When they get past the long adolescence, if they have been properly trained in the institution, habits of industry and habits of sex control formed, they do go home and get on amazingly well. Now, when you have eliminated those classes you have left the helpless idiots, the obviously public class and the high grade defectives who have no friends or family to care for them. The latter constitute the greatest menace in the community, much more serious than the idiot or low-grade imbecile, because their defect is not suspected by the community and they are given responsibilities and opportunities; they are the class from whom the social criminalistic danger is greater — it is greater from that class than from the other. I believe we have relied too much upon the institution and too little upon the necessity for some sort of extra institutional provision for these cases. Institutional training will make the feeble-minded capable of social life under less supervision than they would otherwise need.

I believe in a continuing system of education of the medical profession and of the school authorities and of your law makers, to give them a practical knowledge of the fundamental laws which govern the transmission of mental defect, I believe that is the most



important thing for us to do, so that there will be a community responsibility in a way for the feeble-minded in that community, so that the breeding of defectives and the marriage of defectives and the immorality of defectives will be a matter which interests good citizens; that the existence in a community of a feeble-minded girl with venereal disease will be regarded as a matter which is of tremendous importance, and that the segregation of that one feeble-minded girl stops that focus of venereal disease, the results of which may go through several generations, and the education of that community which comes from the proper disposition of that case is most important. As a matter of fact, in matters which we are discussing, the certainty of the transmission of defect, the social significance of mental defect is known only to a few people. The average physician knows nothing about it. The average schoolmaster knows nothing about it, nor does the average poor-master. The most important thing in a campaign is to make education in regard to those matters common property among the people who are responsible for the social health of our community, among teachers, clergymen, and physicians. They are the three groups that touch all classes. That instruction should be in normal schools, law schools and in medical schools. So far as I know there is very little instruction of that sort. I believe that a community, the leaders of which are educated upon these subjects, will find little difficulty in getting this problem under control.

I fail to see any particular advantage in sex classification in institutions for the feeble-minded. In any institution you have got to have control of your patients. I have never had any difficulty in an institution having all classes of feeble-minded in keeping the sexes separate. That has never appealed to me as a necessary or desirable thing. In fact the institutions where one sex only is cared for have seemed to me very unnatural social organizations, and particularly those institutions for feeble-minded women. It seemed to me that there would be a much more natural life if there was a certain amount of sex expression, the attending of assemblies together under restraint. Under those conditions it seems to me those women are less abnormal sexually than if they are absolutely isolated from each other.

The institution for male and female, young and old, allows for the economic utilization of whatever trained capacity a patient

may have. Your male patients work in the gardens and take care of the crops and stock, and do the rough work. Your female patients work in the laundry and do cooking and the nursing of the feebler cases. The utilization of your female morons in the physical care of your idiots and imbeciles is a great factor in an institution for the feeble-minded. Last evening in one of my houses at supper time I saw 107 patients at one time in one dining-room who were being fed, whose food was being put in their mouths by feeble-minded girls of the moron type. These morons are very much happier and better off in every way if they have some opportunity to care for those children. It satisfies their maternal instincts. They are fond of those children and under supervision they give wonderfully good care. I think that is a normal method of sex expression which has much to do with limiting the attacks of sex excitement which are found otherwise. That is one thing we think of, if we have a sexually excitable woman, to draft her into that nursing service with the feeble children.

An institution should not have over 1,200 or 1,500 inmates. At least I fail to see where you gain beyond that point, either economically or in point of service or in ability to classify.

Your metropolitan problem in New York State is unique in this country. You have in Greater New York, or in this end of the State, that problem which does not exist in the other States. There is possibility of making use more or less of farm colonies or detached units, the administration of which can be tied up with an institution — there are great possibilities there. Our dormitory buildings at Waverly cost \$380 per patient. Similar buildings at the Wrentham School, of fireproof construction, cost about \$500 per patient. At Templeton wooden buildings have cost less than \$200 per patient.

As I have seen your problem in New York the distance of your institutions from the population served has always seemed to me an unnatural and expensive and rather an unfair arrangement. The poor man who sends his child from here to Craig Colony or to Syracuse finds the distance so great that he is barred from visiting him and he fails to keep up the connection, he loses interest, he fails to clothe him or pay his board, when perhaps he might do so if he visited him. From the humanitarian point of view, if these patients are to be segregated, they should be segregated

within reasonable access of the family. If your institutions did care for practically all classes of feeble-minded, with the construction and arrangement of your institutions so separated as to do away with the disadvantages, having different classes of patients in the same institution, that would enable you to care for many of those cases very much nearer their homes than is now possible. There would also be economic advantages by having these different classes of patients under one roof, on one side so that the economic efficiency of these patients might be utilized to the fullest extent. I think that we have failed, in the construction of our institutions, to utilize the tremendous advance in architecture which has been made in the business world. It is almost impossible to build an institution without great porticos and architectural display, which is unnecessary *and is expensive*, and quite inappropriate. If we are to care for the feeble-minded in a large way we must adopt enormously simpler architectural types and build as economically as a manufacturing plant houses its workmen and its machinery. The essentials in an institution of space and light and air are very simple, and some board will achieve fame by formulating and by adopting the principles of architecture which are used so extensively in the care of other classes. The possibilities in the way of the utilization of certain patients to build their own buildings — the modern conditions of construction would permit great possibilities there.

DR. CHARLES BERNSTEIN, Superintendent Rome State Custodial Asylum:

For the large purpose of permanent custody of adult feeble-minded the colony system is the thing, because the feeble-minded can more nearly eke out an existence by taking it out of the ground than in any other way. They can do work in shops and factories under supervision, but there, our equipment is so expensive as compared with agricultural equipment, and there is the danger of accident. We have established several small colonies around our institution at Rome. We have four now with twenty inmates in each, with a farmer and wife in charge. These twenty, and they are not the brightest cases, are able to maintain themselves on 100 acres of land including paying \$900 to the farmer and wife. A farm of 100 acres will cost us \$10,000.

On the other hand everybody we put in a large congregate institution for the feeble-minded costs us \$500. We know that in northern Oneida and Lewis counties there are many semi-abandoned farms, partially run by tenants, the owners no longer living on them, and which are sold for taxes year after year, and those farms run from 100 to 200 acres and can be bought from \$1,500 to \$2,500. There is no reason at all why the State should not have money available so that when these farms get on the market they could be bought and established as colonies for the adult feeble-minded males. The boys could go with or without an attendant and help neighboring farmers to put in a crop, for farmers are greatly troubled to get help when they need it.

For the girls I think we could have colonies where they can do hand laundry and sewing for different centers of population. That is much better than having them work on land. Newark is now asking for additional farm land for women and I think it is a mistake.

Again at the State Fair Grounds at Syracuse we have over 200 acres of land with buildings that are used not over ten days out of 365. The other 355 days they should be used for the adult feeble-minded. In a year we would make that a park instead of a mud-hole, the boys could underdrain it, and then we would proceed to beautify it, and by expending not over \$5,000 we could build a power plant next to that Liberal Arts building, place beds on the floor and care for 1,000 boys there. And then the other buildings built for cattle and animals, we could care for animals there, make butter, grow beef, grow swine, and sheep, and for the ten days of State Fair the boys could have their vacation and use some tents just off the Fair Ground. The State is paying over \$25,000 a year for common labor trying to maintain those grounds and they are not maintaining them and I think in the way I suggest \$5,000 would do that.

I believe the two sexes should be separated by all means. For instance, as an indication, it cost us last year \$222,000 to care for about 1,500 inmates, and of that amount 45 per cent. went for pay-roll. If we had but one sex to care for instead of two we could cut that 20 per cent. We are paying that other 20 per cent. to keep the sexes separate.



DR. SCHUYLER, Visiting Physician to House of Good Shepherd,  
Utica, N. Y.:

I am more and more impressed with the difficulty there is in determining about what sort of care and what sort of remedies and what sort of training, if any, children of this sort seem to need. One thing that impressed me more than anything else is that there are a great many of these defectives about the country who are not being taken care of in any sort of way at all and that a greater number of these people who are propagating their kind are a burden to the community and an additional burden to the taxpayers of this State, that they should be taken care of.

MISS REBECCA OLIVER, Clinic of the General Hospital, Rochester,  
N. Y.:

We have had difficulty in having subnormal persons admitted to our State institutions owing to the lack of room, and we know of cases where applications have been made and the institutions have not been able to accept them. It seems as if there were not enough institutions for such cases. Either enlarged institutions or the suggestion of a clearing house would be much needed and is most desired by those dealing with these people.

DR. G. W. GOLER, Department of Health, Rochester, N. Y.:

The thing that interests me from the health standpoint is what we are going to do for the syphilitic and gonorrheal feeble-minded girl, particularly, and boys sometimes, and what we are going to do with the feeble-minded girl who becomes a prey of an incestuous father. Frequently we have children who we know are not only feeble-minded but are suffering from infectious diseases and for these children we have no place, no institution in which to confine them. They not only go about in the case of girls who become pregnant and add to the feeble-minded population but frequently act as the direct purveyors of disease. That in short is the question I wish to bring before you. This particular difficulty could be met by a clearing house or institution for the segregation of these people. It seems to me that provision for the feeble-minded, whether they be dependent or delinquent feeble-minded is the next great step which the State must take for its own preservation.

FATHER O'NEIL, Rochester, N. Y.:

I believe need of an extension of the institutions for the feeble-minded is the most crying need of the State today.

DR. LUCIUS L. BUTTON, Department of Public Instruction, Rochester, N. Y.:

I believe we lack largely in New York State the proper number of institutions. I believe there should be in the establishment of these institutions a separation of the sexes. I feel that it would be economically wise if some rough, uncultivated land were taken and these children who were deemed feeble-minded were placed on that rough land and made to do constructive work. If you cannot reclaim the child you can with that child's help reclaim the land anyway. We think that may be worked out to help out on the economic side of the question. I think you could perhaps thereby increase the land value, so that it would help for the support of these children, and the child would help in his own support by doing this work. As to whether we have too many institutions which is of course said by too many people I do not believe it is economically wise to limit the number of institutions when you have this thing to face. I think it may be expensive now, but ultimately it is of great economic value to prevent the reproduction and continuance of this feeble-minded group.

In the construction of these institutions I would, as far as possible, use the labor of the feeble-minded children, and I would not build noble edifices. I would have comfortable living cottages, where all classes could be segregated, and get your different groups and different types together, and not have your criminal type with the innocent, simple, dependent type. As I said, I think the thing we must strive for is the stopping of the reproduction of these children. It is believed and pretty well proven, that their rate of increase in reproductive lines is perhaps nearly double that of the normal family. In the olden days when the law of the survival of the fittest was in evidence these people would be eliminated. They would not live, would not know whom to fight and whom not to fight. They would not know enough to save for the winter. They would die. In these modern days

of civilization we protect them, and we keep them alive, and it seems to me that if we do that they are alive through our charity very largely and through our protection, and that we have a real right to determine to what extent they shall have their children like themselves, to what extent it is wise to protect society at large from that menace. I believe most firmly in custodial care for these cases. I believe sterilization is a serious thing and I think it is wrong. I think proper custodial care is much easier and much safer in the end for the general public health. I believe that these children placed in properly managed institutions will really be much happier than they are at large where they are very often exploited, and led into criminal lives or lives of prostitution or made to suffer and be unhappy in many ways through their lack of mental strength to recognize the right from the wrong and to keep themselves in safe lines.

I think that whenever the feeble-minded child becomes a menace to the public or a public charge, anyway at puberty, I believe that every child should be placed under institutional care for the general good of the State. Up to the time of puberty, I do not care particularly where they are so long as they are not an expensive charge or menace. At the time when sex activity begins I believe it is for the good of the State that they should be segregated, that they should be under institutional care. Particularly do I think this is true of the women who are said to be about three times as dangerous as men at large so far as the general health and danger to the public is concerned.

DR. GEORGE E. SMITH, Department of Public Instruction, Buffalo, N. Y.:

I should say that an institution should be broad enough in its scope and have all possibilities of segregation of high grade pupils from the lower types in colonies, or else in separate institutions.

MISS CECIL WIENER of the Jewish Charities, Buffalo:

I think that the high grade deficient should be separate from the low grade, and kept in separate institutions. This would add a great deal to our ability to get parents to commit their children. Of course parents do not want to see them committed to such insti-

tutions and we can understand that the parent of a high grade defective child would not want to put it with an idiot or imbecile. The surroundings are very disagreeable.

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#### **b. Need for an Institution for Dependent Feeble-Minded in Western New York**

DR. HASTINGS HART, Director of the Department of Child-helping, Russell Sage Foundation:

Recommends: Push Letchworth Village to completion without delay and inaugurate another institution for feeble-minded children in the western part of the State forthwith.

COMMISSIONER HEBBERD.—There has been a movement in Buffalo for the establishment of a new institution and some of us have thought it might be somewhere between here and Buffalo making it reasonably convenient to this part of the State and Buffalo as well.

MISS ANNA B. PRATT, Assistant Secretary of the Public Relief Commission and Secretary of the Elmira Federation for Social Service.

MISS PRATT.—I should think that would be a very good idea. In Elmira it is very difficult to go north and south to get to Rome or Syracuse or Newark.

MISS ETHEL LA CREQUE, Agent of the State Charities Aid Association:

One case I shall speak of particularly, this three year old boy. He has already been committed to the orphans' home and they have told me he has been there about three or four weeks and they say they cannot keep him any longer and I asked what is the matter and they say he has a violent temper, he cannot feed himself, soils his clothing every day, and they have to change just as they do a baby about a year old, and from my observation I should say he is just a little animal and needs his physical wants attended to more than anything else.

I should say he is a very low grade. I have written to another institution but they will not take him. I have offered as high as



\$3 for some one to take care of him, which is higher than we generally give, and I cannot get any one to care for him. I do not know what we are going to do with him. He is three years old.

I am going to make an application to Rome. We have already been told we have more there than we are entitled to. Then I have another girl about thirteen. The mother has come to me and said she cannot care for her any longer, she is a widow, and she attends on the State schools. She says she has trouble with her, she wants to go with the boys and she does not know what she is going to do with her, and she wants me to place her and I presume that I shall have the same trouble with her as I have with others, and we have no place to have her taken care of.

There are two girls already at the orphans' home who have been placed in free homes, and they have been returned and there always has been the same reason why, the girls were low grade mentally and they could not take care of themselves. They are both twelve years old. Neither of them have parents who can care for them or relatives who can or will care for them and they certainly need institutional care, and then in the country districts we have several children whom the teachers have reported as low grade mentally and needing institutional care. Sometimes the parents would like to have the children go and then other times they would not, and I want to say right here I have always had that same trouble with parents suggesting Rome or Syracuse. They say that that is too far away. I want them where I can see them; if we could have a clearing house as you suggest it would probably simplify the matter, but at present there is that difficulty.

MISS JEANETTE MCGREGOR, Secretary of the Social Service Society of Corning:

Corning is one of the smaller towns; it has about 17,000 population, and we find a great deal of degeneracy is due to the low grade families who have been intermarrying for generations and the stock is becoming worse. I have had experience within this last year and a half with about 29 families. We would not call them feeble-minded, but low grade degenerate families, and I

think in these 29 families there are 144 we have to deal with, and in going over this list this morning, I found there was about 25 who really need custodial care. We have one family, the father is alcoholic, and the mother is feeble-minded and has defective speech and there are ten children in this family. All but one inherits the mother's defective speech and all are subnormal. We have been able to secure institutional care for just two of them. One little girl that is most backward is the most promising in the group and is now in an orphan's home and getting the benefit of the doubt.

COMMISSIONER HEBBERD.—I judge from what you suggest that the neighborhood of Corning would be a good place to establish an institution?

MISS MCGREGOR.—We are certainly finding a great deal of feeble-mindedness in that particular neighborhood. In this particular family I was mentioning one boy about 25 has been in Elmira Reformatory, and I have a letter from the superintendent saying that he was undoubtedly feeble-minded and would never be able to support himself. This is a bad family. They are junk dealers, rag pickers and we have been able to secure nothing in the way of institutional care, except for the one boy at Rome and another at Sonyea. There is one girl about 15 years of age and the danger from a girl of that age is as great as it is from feeble-minded women. We cannot secure any care from Newark because we are told that Steuben county is allowed a certain number and we have already exceeded that number and it is out of the question to secure care there now. We tried Syracuse and we were told the waiting list was so long that we could not consider that. We have one on the county farm and there is one small boy about 14 who is in Industry and who is really a candidate for Rome.

Corning is 18 miles from Elmira. I think it is about two hundred and something miles from Buffalo. I may be wrong about that. Buffalo does not seem so far away to the people in Corning as Rochester does, for instance, or Syracuse. We have a direct line; we are on the main line of the two railroads so that the people are accustomed to look to Buffalo as being closer than

some of the other towns which are really much closer. We are trying to interest the school board in the matter of defective children because last year this one family I mentioned first had four children excluded from the schools because of their mental deficiency. The superintendent felt that because they were holding back the other children in the first grades that they should be excluded and they were excluded and nothing else was done and the children were running the streets, begging from door to door, begging from the people on the streets and they were a positive nuisance to say nothing of the danger to this one older girl.

MISS MARY HILLARY, Mental Examiner for the Health Department since October 5, 1914, Buffalo, N. Y.:

We need to educate the people here in our city, not in the University, but down in the districts where we can get the mothers and talk to them. They do not understand. The doctors here, as well as in other cities do not understand the high grade defective morons. They are the most dangerous of all. They recognize the idiots and imbeciles but the morons are not recognized by the majority.

If we have an institution here near home the parents are willing to have their children go to it.

We need a clinic here in our city where children may be examined physically and mentally. The Binet test is the best thing we have for the schools.

HON. GEORGE E. JUDGE of the Children's Court, Buffalo:

There is a great need for another institution along the line of the Rome State Custodial Asylum. At the present time I have a girl in one of our private correctional institutions here in Buffalo, waiting transfer. We do not know whether we can get her there in six months or a year, and this girl is a feeble-minded girl, between fifteen and sixteen years of age, who is not getting the proper attention at the present time, because of lack of facilities. Newark has been tried and also Syracuse.

DR. ARTHUR W. HURD, Superintendent, Buffalo State Hospital:

I came to speak especially of the great need in this part of the State for more extended provision for mental defectives. It

is sometimes almost a matter of impossibility to have patients who really need immediate care sent to the Colony for Epileptics at Sonyea, or the Institution for Feeble-minded Women at Newark, and for the defective classes at Rome. And yet these cases require attention. Often as a result of a mental breakdown they are sent to us and before long resume their natural mentality, which may not be very high, and we have difficulty then in getting them sent to the proper institutions. They should in many cases be in institutions where they can have a training and special care and consideration which the hospitals for the insane are not always prepared to give that class, because they are not built for that. It appeals to me that these classes need more provision for their safe care, not only for themselves, but because of the dangers of propagation.

DR. W. A. McLENNAN, Welcome Hall, Buffalo:

There is need of sufficient institutions to take care of these people after they have been passed upon as mental defectives. I thoroughly agree with what Judge Judge says about the need of an institution for giving boys and girls an industrial education; I mean persons who are defective. I have known of children being sent away and not given any sort of industrial training. An institution that would not train a boy or girl who were morons to take care of themselves would be a flat failure. I am impressed with the need that will provide something for boys who are simply mischievous but not criminal. I am almost inclined to believe that every boy at some time in his life is criminal, and if you decide that crime is simply the breaking of a law you have that class, and I have had a number of them under me as a probation officer. I am a volunteer probation officer. The boys get onto the tracks of the railway and pick up coal and get into cars, and I have found they are not bad boys but simply their love of adventure has led them there and they got into trouble.

DR. EARL V. GREY, of Gowanda State Hospital:

Since last March I have been examining cases for the county agent for dependent poor of Chautauqua county, doing Binet and various other examinations to determine the status of certain poor and dependent children that this county agent has in her care, and



I have been handicapped a great deal by the fact that I had no place to send these children when I found them deficient.

I have felt very strongly, practically ever since I first examined a case, the necessity for an institution where these defectives could be taken care of scientifically and properly as the insane are.

We received recently a case that struck me as interesting. A boy of sixteen years of age who has been in five different parochial and public schools, unable to stay because of his viciousness in each one of them, who was in Father Baker's hospital, in some reform school, has been arrested I should say at least fifteen times. He has stolen in the last year four automobiles and three horses; I would hate to say what he has not done. He stole one automobile of a friend of mine, and it cost this doctor one hundred dollars to repair the damage. Between the time that he stole this automobile and was arrested he stole a number of horses. The thing that struck me was the expense that this young boy was to the community, to the city of Buffalo. Now it would not cost more than \$250 or \$300 to care for that boy in some institution and there he has done within a week nearly three hundred dollars of damage not to speak of the expense he has been to the city and county and State in the years of his past life. I believe there is need for the establishment of institutions for the mentally defective delinquents.

MR. EDWARDS of Welcome Hall, Buffalo:

It seems to me we need institutions in the beginning much more than we need clearing houses. My experience with the clearing house in New York was that it was an excellent idea and a splendid thing to be established, but after the cases were examined by Dr. Schlapp there, we had no place to which we could send them.

I think the expert examination is very important and it seems to me that the doctors who do that sort of thing should do nothing else except that line of work, because unless it is very thoroughly done sometimes children are committed to wrong institutions where more harm than good is done.

MR. FREDERICK ALMY, Charity Organization Society, Buffalo:

We feel greatly the need of more provision for the feeble-minded. There is a waiting list. People cannot get into institu-

tions, and when the feeble-minded are at large it means feeble-minded births and adds tremendously to the crime and poverty and misery of the city. The evil is very serious and we hope something can be done. There was one boy, feeble-minded, seventeen years old, who set a train of cars on fire. There was no place for him and I believe he is still at large on probation.

MISS LORETTA B. STANTON, Teacher of Ungraded Class in Buffalo:

I think our great need in this part of the State is for an institution. The clearing house, of course, is very necessary, but I think unless it was in connection with an institution I would prefer to see the institution first.

COMMISSIONER HEBBERD.—We hope we will have them both together.

MISS STANTON.—That will be fine. Eight of our pupils went out to work last year, though we felt in every case it would have been much better had we been able to send them to an institution. Two were sent to an institution. The result of those who went to work is very poor. One boy had six positions in a year.

For four years in my classes I have not had a child that I could honestly say I would like to see go out and take care of himself or herself. I have always thought the best place for him or her would be in an institution if it were possible.

MISS CORA ALLEN, Teacher of Ungraded Class, Buffalo:

I certainly feel that our greatest need is an institution wherein to place these pupils. What they are able to do well today they are not tomorrow. They have no sense of responsibility or judgment.

MISS FLORENCE R. McDERMOTT, Teacher of Ungraded Class in Italian District, Buffalo:

I have one child of seven, and two imbeciles, very low institutional cases. One girl should be placed in an institution right away but her parents will not allow her out of the city. They are very poor and could not afford trips to an institution remote from the city. I would recommend the establishment of an institution very near Buffalo.

MISS CATHERINE MCGUIRE, Teacher of Ungraded Class in Buffalo:

I have five pupils now just on the verge of sixteen that could go right out and get their working papers, and I regret to say that they can get them, but they are not able to get a position and hold it and there should be some place ready now that these boys could go in to and learn more than I have been able to give them to help them to make themselves self-supporting and hold their places in society. Some of them are high grade, but there does not seem to be anything for them except to turn them loose.

I happen to be in a school that is very well equipped for industrial training, and half of every day is devoted to work at the bench with the older boys. But my own ability is not great enough to give them training that would be of practical use, and those who have followed along those lines have little chance to be trained, and if there were a higher school, a school where we could turn these boys and fit them for some sort of minor trade, I think it would be a very good thing.

MISS NETTIE SHEPPARD, Teacher of Special Class, Buffalo:

I am one of those in Buffalo who believe that we do very much need more adequate provision for certain types of children. I have in my own class children who would be very much better off in an institution and they are occupying in my schoolroom a space that might be devoted to a child who could be benefited. I have one child who is getting very little. His parents would, I think, be willing for him to be in an institution were it possible for them to visit him frequently. They are poor people, of course, and do not feel they want their boy separated at a great distance. If we had an institution near Buffalo the child could be placed in it, and visited frequently by his parents. I think a clearing house should also be established.

DR. FRANK C. FRONCZAK, Health Commissioner of the City of Buffalo:

The Department of Health has only recently begun to investigate the conditions of subnormal or mental defective children, in the last two years. The majority of these children are within the

legal limits of school age, but we also investigated a great number from a few months up to the age of forty-five.

Our school population at present includes 63,662 in public schools and 27,086 in parochial schools, or a total of 90,748 children of school age. In 1913 we tested the mentality of less than one-third of one per cent of the school children, and in 1914 less than one-half of one per cent. Up to date we have canvassed less than one-half of all the public schools, and not one of the 85 private and parochial schools has had a thorough canvass.

From the results of 771 tests made up to January 1, 1915, at least one-half of one per cent. of all our school population are feeble-minded. These 450 children will need special provisions for training, and in many cases custodial care. Four hundred and fifty children is a most conservative estimate, because it includes only those retarded more than three years and does not include the idiots. We have no hesitation in predicting that a larger number will be found when we are able to make a thorough canvass of all our schools and of the children kept at home because of mental defects.

In five years practically all of these 450 children will have passed their school age and other children will have taken their places in our special classes. These 450 children will have become wards of the State, and we look to the State to make suitable provision in custodial institutions.

We pray you, therefore, to provide as speedily as possible for the care of the 90 to 100 children of Buffalo who will be knocking at the doors of the State institutions every year until by wise preventive measures, we can reduce the number of feeble-minded children who are born into our community.

The girls who have reached the age of adolescence stand in greatest need of State custodial care. Their presence in the schools is a continual menace to their own welfare and to the morals of boys and men. It is at great peril and risk that we allow such girls to mingle freely with the normal members of society. While our public schools are making a most commendable provision for the training of mentally defective girls up to the age of 16 or more years, we realize that it is only a custodial institution that can give them adequate care. The records of the Health Department con-



tain abundant details to substantiate the above statements, and show that many a poor girl goes wrong and becomes a burden to the State because we have not yet learned that custodial care is the most humane and economical provision that possibly can be made for feeble-minded women.

Now the Health Department last year registered a total of about 269 illegitimate births, and the majority of these births was due to two factors, I believe three factors cover them all. In the first the subnormal or mentally defective child; in the second place conditions which we find in certain quarters of the city due to overcrowding; and third due to conditions which we find in canning factories, and also due to overcrowding. But in each case I believe if the girl had been really normal mentally she would not have been in a position where she would have become the mother of an illegitimate child. So that you can see from this as a social affair pure and simple the municipality and the State have a great work before them in order to bring this great increase of the number of illegitimate births which are being born, not only in Buffalo but in every large community where we have that type of young girls down. Now the Department of Health in its annual report, both in 1913 and 1914 has discussed that feature at great length, and if your Commission would care to have these reports we shall be very glad to send them to you.

DR. FRANKLIN W. BARROWS, Buffalo, N. Y.:

In addition to the clearing house we want in Buffalo a State institution organized to take care of the mentally defective and feeble-minded, and in order to anticipate possible questions I will say that in the State institution I would separate high grade children from the low grade children. They might be in the same institution, but they should be in separate colonies, and under separate overseers and instructors doing different kinds of work. I would also separate in this institution those who are delinquent and those against whom there is some suspicion of criminal action; I won't say criminal feeble-minded but those who might become criminally feeble-minded. In other words, I would separate the good from the bad. For instance, we find many of the feeble-minded girls are innocent of evil thoughts and intentions, and if they could be put in a home where they could be looked after and

not mingle with the girls of the street they could be much better instructed and more done for them generally. I believe this is just as important as the separation of the high grade from the low grade. We are thinking in this connection of salvage. There is some salvage in all of these cases excepting possibly the idiot, and we want to study them and find out how to get the salvage for the good of themselves first and in the second place for the benefit of the community.

The first thing is the institution. We could send to an institution now, inside of two weeks, I think we could get them ready and put on the train something like a hundred and fifty children. Many of the parents are anxious to get them into institutions. I think the objection of the parents will be largely overcome when we have an institution near Buffalo which they can visit, and that they can see an object lesson. No one with any intelligence at all can go into these places without feeling very glad that the State makes such provision.

MR. GEORGE G. PRINCE, Department of the Superintendent of the Poor, of Erie County, Buffalo, N. Y.:

We have now applications at Newark for thirty-three that they are not able to accept; Rome, 5; Syracuse, 10; Craig Colony, 10. Now, we have not made as many applications to those institutions as we would had they been able to accept them. There is no use in filling them up with applications when we know they are not able to take them. Now we have a peculiar condition in this county. In the town of Newstead we have two colonies of degenerates. One in the south part of the town and the other in the north end of the town that are called the "Sand Hillers." They have always been known as that. I used to live within about five miles of these two places so I have known of them a good many years. They have married and intermarried. They just live down here on Park Ridge and Sand Hill and some have now scattered so that they are over into Niagara county and Genesee county and Erie county, and a few years ago, about four years ago, I had occasion to make an investigation in one case that came to my attention, and it carried me back into those old people, some of whom I had known personally years ago. A woman had been

brought into the office by the overseer of the poor of Newstead and when I had investigated the case I found that she was a feeble-minded girl. She had previously been in the House of the Sisters of the Good Shepherd and in the Buffalo and State hospitals, had had two illegitimate children, and then she married a feeble-minded man up here in the country. Her mother had married a good man, a man she had had three or four children with, who are now holding responsible positions, but she had left her husband and had been living with a negro and an Indian and two or three others, so that you can see the influence that they would be on this woman. There are two children that we are now taking care of of this woman. She is in the Rome State Custodial Asylum. This man she married was a feeble-minded man and he comes of a family whose father is feeble-minded and mother feeble-minded, and he had a feeble-minded brother. There are two other children. One is now a common prostitute here in Buffalo, and between here and Lockport, and another had three husbands, two of them living. Then one of these men sold her for a dollar and a quarter to another man, and he came of another family of degenerates, where his grandfather had married an Indian and they had nine children. Two of them were killed in the Civil war and two of the others were insane. A daughter was a bigamist, left her husband and married another and she is now in Michigan. The other remaining one — I think I have accounted for them all — married and there were eight children. This man by whom these feeble-minded children were produced was one of six and he was feeble-minded or rather subnormal. His brother had married, had left his wife and married again, and that wife had married another man, and so that is the situation all the way down through there, and that is the condition that exists in that tribe. I can go on and give you pretty nearly the whole status of the thing if you want to. But there are those two colonies. They have pretty nearly populated one or two of the towns in Erie county and Genesee county and Niagara county and they are quite prolific. Only a few days ago I heard — I have not been able to verify this, but it was told on good authority — that one of that tribe there had recently assaulted his own daughter and had been arrested in Niagara county and held on the charge of incest.

Now in our various institutions here at the present time we are caring for two hundred and twenty-four defectives. This includes the institutions here in Erie county both public and private. And the institutions to which patients from Erie county have been committed and we are paying for.

In Buffalo State Hospital we have twenty-five males who are feeble-minded. Seventeen are under forty-five years and nine over forty-five years. There are five male epileptics, making a total of sixty-three as reported to me at that time by Dr. Hurd.

In Erie County Hospital there are five at the present time. In the Buffalo General Hospital there is one, that is one female sent in there recently for observation, a girl only thirteen years old that we have had in an orphan asylum for some little time, or she may be fourteen years old. She had to be removed from there and will have to have custodial care. In the Buffalo Homeopathic Hospital there are three females and one male epileptic, making a total of four in that institution that are now waiting for some other disposition of them. That epileptic — the application has been made at Craig Colony and has been accepted and the removal will be made about the first of February. At the Brunswick Home at Amityville they are now caring for twenty-five, some of whom were epileptic. We have to send them there for there is no other way of taking care of them. They are all so low grade mentally we cannot care for them in any of our institutions here. In the German Catholic Orphan Asylum there are fifteen feeble-minded, seven girls and eight boys. In Ingleside Asylum there are now eight under the age of forty-five. In the Asylum of Our Lady of Refuge there are twelve females under the age of forty-five. In the Memorial Home Orphan Asylum ten defectives under the age of forty-five. In St. John's Protectory there are four males. St. Agnes' Training School has sixteen females. In St. Vincent's Orphan Asylum there are two females. In St. Francis' Asylum, Buffalo, there are nine males and four females under the age of forty-five, and nine males over the age of forty-five, feeble-minded, and nine females over the age of forty-five feeble-minded, and two epileptics. At the Gardenville Home there are six males and one female under the age of forty-five and seven females over the age of forty-five who are feeble-minded.



I would suggest that we have an institution in this part of the State for the care of them. There are a good many of the parents who dislike exceedingly to have their children go far away and it is sometimes very difficult to get them to consent to allow them to go. Of course under this law we are able to force the situation by proceeding against the child judicially and have it committed under the judicial order without reference very much to the parents' desire in the situation, but you don't like to do that very much.

DR. ROSS B. NARIN, Buffalo, N. Y.:

I feel that we need a feeble-minded institution in this part of the country because we have a great many cases that would go there if the institution was located somewhere near here. These cases are probably equally divided between adults and minors, and especially do I feel that the minor cases should be segregated in an institution and should be there during their receptive period. I think most authors state that after sixteen they are not able to be taught very much along manual lines.

MRS. FRANCIS KING, Buffalo, N. Y.:

I only wish to say that I hope this institution will be built in this end of the State somewhere because I know a Buffalo mother in the city who has a daughter who is just below the normal and she has so often said to me I wish there was an institution in this part of the State where I could send my daughter, so I hope for her sake, and many others I do not know of that there will be one built, because she said I would like to visit her and do not like to go so far away down the state.

### c. Need for an Institution for Dependent Epileptics in South-eastern New York

DR. WALTER E. FERNALD, Superintendent Massachusetts State School for the Feeble-Minded, Waverly, Mass.

COMMISSIONER HEBBERD.—I would like to ask you one question as to the care of epileptics at the institutions. What is your view of that?

DR. FERNALD.—The smaller states are compelled to do it, but I think there is little excuse in your State or our State for doing that any more than is absolutely necessary. As a matter of fact epilepsy as an episode or incident is very likely to occur as part of the life history of any feeble-minded person, and if you attempted to put all of your patients, who ever had a convulsion, into an institution for epileptics you would take a very large proportion of feeble-minded people. In fact in every institution for the feeble-minded you will have a certain number of patients with epilepsy and I believe, whether you wish to do so or not, you have to make provision for a certain proportion of epileptics in each of these institutions. But so far as possible I believe for the sake of the patient himself and for the sake of the other feeble-minded patients the number should be kept as small as possible and in a State the size of New York the great mass of your epileptic problem should be handled in the special epileptic institutions.

DR. A. C. ROGERS, Superintendent of the Minnesota State School for the Feeble-Minded, Fairbault, Minn.:

We have both the epileptics and feeble-minded who are not epileptic and have never seen any special disadvantage in having the two groups approximate, but I should agree with Dr. Fernald in the main that if there was a population of epileptics large enough to enable an administration to realize economic efficiency, or at least reduce the cost to a minimum for the care that it would be better to provide for the epileptics separately, because there are certain things with regard to the administration and the development of the institution that would be done just a little different for the epileptics from what they would be for the feeble-minded. For

instance with epilepsy, so far as the training is concerned it is more or less spasmodic. The very nature of the disease itself makes what is learned one day forgotten the next, and there is more or less irregularity in regard to the training operations and all of that.

Many of the epileptics are self-centered. They have either been humored to excess or have been mistreated, that is in most cases, but not in all cases, and if the self-centered epileptic does not receive all the attention he wants, he is irritated and hasn't any patience with the other epileptics until he has learned by experience that they are suffering from the same trouble that he has.

Our buildings cost from \$400 to \$700 per capita. Our older buildings are all fire proof.

#### d. Need for Special Care of Delinquent Defectives

DR. CHAS. B. DAVENPORT.—It seems to me also that the problem which the State is interested in is not merely the problem of caring for those who are of inferior intelligence, but is also a matter of caring for those who may be emotionally uncontrolled, who are liable to emotional outbursts in which they commit unsocial or anti-social acts. These are the persons who have criminalistic tendencies.

COMMISSIONER HEBBERD.—You would consider the latter class probably mentally deficient to a very large extent?

DR. DAVENPORT.—I think a very large proportion of them are morally deficient, but I think there are some of them who are not mentally deficient. Just what proportion of this emotional uncontrol falls into the two classes I can not judge. Those emotionally uncontrolled are easily known in the community in which they live by reason of the fact that they do commit these anti-social acts, and by visiting a community, a properly trained field worker could soon ascertain what young men and young women of that community are the social nuisances either through their lack of intelligence or through the fact that they are not able to control their emotional life and restrain themselves and to live an orderly, social life.

DR. HASTINGS HART, Russell Sage Foundation:

I do not agree entirely with Dr. Lewis in the view that there should be no provision made for the feeble-minded as an annex to the correctional institutions. I agree fully in the principle. I think Dr. Lewis is entirely right, that they should be separated, but every one of you gentlemen who has had experience with Legislatures is aware of the fact that it is very much easier to induce the Legislature to make provision for the enlargement of existing institutions than it is to induce them to create a new institution. Also you are familiar with the fact that you can get action on the part of the Legislature and of the other necessary bodies so as to house additional inmates within twelve months in an old institution, or in connection with an old institution, whereas it



will take from two to three years to get inmates housed in a new institution. For that reason I believe that we are going to be compelled, against public policy, to create annexes for these children in connection with institutions like the State institution at Hudson or the Women's Reformatory at Bedford.

I believe that 600 ought to be the size of any institution containing such inmates, but I have ceased to struggle against the tendency to create overcrowded institutions. The advantage of bigness in institutions is very greatly overrated. The theory that the bigger the institution is the cheaper it can be run, does not work out in practice. A conclusion, based on thirty year's experience, is that the best results can be obtained from the number of people who can be kept under the close supervision of one superintendent and the minute you have to delegate authority by getting together a large staff, you lose in efficiency because of having to divide the responsibility, and I believe the wisest and best plan is to limit our institutions to the size of 600.

DR. KATHERINE BEMENT DAVIS, Commissioner of Correction,  
New York City:

I agree very heartily with the views presented by Mr. Lewis, and I would like to emphasize the desirability, when we come to build our institutions for the defective delinquents, of making the institution for the defective women delinquents an entirely different institution, apart, under its own management and with its own farm and so on, separate from the institution designed for men. As a result of our experience we feel very decidedly that for the feeble-minded delinquent life in the open air is particularly valuable and we have also observed as a result of experience that where men and women are confined in the same institution, even if they may be at some distance from each other, in different parts of the same territory, the tendency is to confine the women to indoor occupations in order that there may be no danger of the mingling of the two sexes. That is rather a necessity, so I would deplore seeing a large institution for defective delinquents established where the women would be in a group by themselves under the same direction and supervision.

There were only 56 out of 100 recent admissions to the Bedford Reformatory that the Bureau of Social Hygiene would have recommended for admission to Bedford. There were twenty that they would have recommended directly to custodial institutions for the feeble-minded. But out of the 100 cases we were actually obliged to keep ninety-one.

MISS MARY REBECCA MOORE, Superintendent of the Bedford Reformatory:

I feel there is very immediate need of increased care for mental defectives. It is an unnecessary expense to the State to send so many of these cases to us at the Bedford Reformatory, when we are required to return the girls to the sheriffs of the counties to which they belong to reduce the number of feeble-minded in our institution and to get better results from our work.

COMMISSIONER HEBBERD.—How many have you returned so far?

MISS MOORE.—Twenty-two in the past year, eleven from the first 100 cases studied by the laboratory.

The tremendous difficulty is that there is no place to put these people. We are not an institution for the feeble-minded and therefore we have a right to return them to the sheriff under the law. Out of the twenty-two that have been transferred very few have done anything but be returned to the streets; these are all very low grade girls and it is impossible for us to do anything with them.

COMMISSIONER HEBBERD.—These girls were improper cases, in your judgment, for the reformatory and yet were proper cases for some custodial asylum? But in the absence of any such provision the sheriff to whom they were returned simply turned them adrift, is that it?

MISS MOORE.—Yes, turned them adrift.

COMMISSIONER HEBBERD.—Do these girls cause any disorder in the reformatory?

MISS MOORE.—Yes, because their tempers are highly inflammable. If there is any argument or excitement at all they go to

pieces and become hysterical. They ought not to be cared for as a branch of the reformatory, but in a separate custodial institution.

MR. ARTHUR W. TOWNE of the Brooklyn Society for the Prevention of Cruelty to Children:

It has been borne in upon me that if we are to have more adequate institutional facilities they should be nearer New York City. Many of the parents dislike very much and object to having their children sent to the up-state institutions, who would be willing to have them sent to institutions nearby.

I believe in general the delinquent defective should be kept apart from the non-delinquent, for although the non-delinquents are likely incipient delinquents, yet there is the sentimental objection that the parents of the non-delinquent feeble-minded have to having their children sent to a place where they will be mingling with delinquents, felons or others.

In a good many cases we have refrained from taking action because we knew that Randall's Island was under quarantine for the time being or that the institution was over-crowded or that the long waiting list of the up-state institutions would require protracted periods of waiting. If we had facilities for discovering all of the feeble-minded and could follow up the cases, the number which we recognize as needing commitment would be much larger than it now is. I think a child who is feeble-minded is especially subject to neglect and abuse. Parents lose patience with him, and particularly in the cases of girls, and to a great extent with boys. They are exposed to sexual and other abuses. We have not infrequently children who are used by Fagins or others who teach them to steal. The girls are particularly exposed to evil influences. We deal with a large number of girls who have been offended against in this way, and many of them are feeble-minded. At the present time a case has just been decided against a boy fifteen years old who shot his father. He was indicted for murder in the first degree and has been convicted of manslaughter. We haven't had the time to examine

the matter as the case was taken out of our hands before we could do that. I shall try to see the Supreme Court Judge tomorrow, to see if that boy cannot be examined. I feel that he is subnormal and may be feeble-minded.

COMMISSIONER HEBBERD.—Would you look with favor, Mr. Towne, upon the establishment of separate institutions for mentally deficient delinquents?

MR. TOWNE.—Yes.

COMMISSIONER HEBBERD.—One for women and girls and another for men and boys?

MR. TOWNE.—Yes; I think that would be very desirable. In speaking of special institutions for feeble-minded delinquents, it was my experience as secretary of the State Probation Commission which brought me in contact with Children's Criminal Courts throughout the State and more or less with correctional or reformatory institutions,—there are large numbers of persons in the institutions for the feeble-minded who should be in a different type of institution. The feeble-minded are unsuitable as a rule for probationary treatment. They are not responsive to that kind of discipline and oversight and it is an unnecessary burden upon the probationary officers and a waste of time and effort, in most cases, to attempt to accomplish any reformation of the feeble-minded. Great care should also be exercised in the release of the feeble-minded from institutions.

DR. O. F. LEWIS, Secretary of the New York State Prison Association:

I will speak practically on the necessity of a State custodial asylum for the delinquent feeble-minded.

There are in every correctional institution a certain number of mentally deficient persons. These persons are committed to correctional institutions either because they have not been found to be feeble-minded at the time of their commitment or because there was no proper institution to send them, apart from the institutions to which they can be legally committed. The proportion of feeble-minded persons in correctional institutions has been the



subject of a good deal of study and more or less adequate investigation during the last two years. It is proper to say, I think, that estimates vary in various institutions from ten to sixty or seventy per cent. To show how wide the compass is of estimates I shall call attention to a recent estimate from the State penitentiary of Kansas which seemed to indicate that over seventy per cent. of the inmates of that institution were mentally deficient. Dr. Hart in an article which was published in *The Review* in January, 1913, gave the statistics for a number of institutions as follows:

New York State Reformatory at Elmira, percentage of mentally defectives about 37 per cent.

New Jersey State Reformatory at Rahway, percentage about 33 per cent.

New York State Reformatory for Women at Bedford, 37 per cent.

Massachusetts Industrial School for Girls, Lancaster, 50 per cent.

The Maryland Industrial School for Girls, Baltimore, 60 per cent.

The New Jersey State Home for Girls at Trenton, 33 per cent.

The Illinois State School for Boys, at Saint Charles, 20 per cent.

Several years ago a statement was prepared by the Prison Association, in March, 1912, citing statements of a number of well known authorities in this State. Dr. Parker who has had a good deal of experience in the Tombs, stated at that time that "From analogy with the foreign prisons I know that not less than 1,500, or ten per cent. of the census (of the Tombs), should come under my observation demanding examination as semi-responsible defectives or insane." He was at that time a volunteer examiner at the Tombs.

Now these inmates vary from the high grade moron to the seriously mentally defectives. They clog the cells and when they are paroled, they are paroled frequently only to be incompetent on the outside.

Dr. Christian, Assistant Superintendent of the Elmira Reformatory, in the last statement of the Board, gives an extended description of the difficulties which the Reformatory had in dealing with the mentally deficient. For the purposes of the record I will simply cite the pages, seventeen to nineteen of the annual report of the State Board of Managers of Reformatories for 1913.

(Extract from statement of Dr. Christian referred to copied in evidence as follows):

"The life history and general characteristics of one of these misfits is usually as follows: In early childhood he has been somewhat backward, dull and given to fits of temper. Attending school he has not made progress as have the other children; has been kept in a low class, and perhaps played truant and was sent to a truant school where he finds himself in disgrace because of his conduct. Released, he may be at home for a time, and be sent to school or work, and then fails to conduct himself properly and violates some ordinance or commits a petty offense and is sent to the House of Refuge, or to one of the many similar institutions. After a checkered career there, he is released upon parole, or to his family, and perhaps after an interval of temporary good behavior, he again relapses, and is arrested for a more serious offense; and soon is within the walls of the reformatory.

"An examination of him here reveals his physical and mental unfitness. He is frequently hollow-chested, rachitis and ill-nourished. Perhaps he is tuberculous, twenty per cent. are, or he has already serious venereal diseases; thirty-nine per cent. are so affected. That he uses alcoholic beverages and smokes the inevitable cigarette, will be true of sixty per cent. at least. Mentally, he is usually dull, seems preoccupied, and comprehends slowly. He has not been accustomed to continuous effort, and so has not gained a knowledge of any useful occupation. If he has worked at all it has probably been at 'odd jobs' that afforded plenty of intermittent diversions; for his type cannot be depended upon to do any task without supervision. Their immediate desires must always be satisfied, and they will go to extremes, regardless of known consequences, in order to obtain them. They have always

specious excuses for their shortcomings, and are ready to lay the blame of their downfall on some one else. They are selfish, vain and cruel, and act upon neither reason nor judgment, but principally upon impulses. Their mental processes work slowly, and they detest and will avoid when possible, any sustained mental effort. They are vindictive and revengeful, and are always eager to make a personal attack to right any imagined wrong. They usually deny their crimes, although they have a jury trial. If they plead guilty they blame the district attorney, or their lawyer, for 'putting up a job' on them. Few are good physical specimens, and practically all show the stigma of physical degeneracy. They have little or no conception of morals, and will indulge in falsehoods and deceit, when the truth would have served better. At times they lie outrageously without any apparent purpose, and many of the stories of alleged mismanagement and abuse that have been told by these youngsters have existed only in their imagination. They seem to delight in producing dissensions, and if possible to be the cause of the discussion. While they are frequently able to differentiate between right and wrong as an abstract proposition, they seem utterly unable to follow the principles in their conduct when at large. The future holds no great concern for these defectives; each day is a day unto itself. If they have aspirations and ambitions they lack the ability and purpose to accomplish them. They will always take a gambler's chance for a momentary joy; they are self-centered, and some of them are immeasurably egotistic. They like good clothes, and are fond of personal adornment; delight in gaudy trifles, but bodily cleanliness is apt to be unobserved. One of their most unfailing characteristics is lack of stability. Each boy is willing and anxious to change his trade each week, were he so allowed. He also demands to be placed in the lowest class in school, and when properly graded, complains that he 'never studied' this on the outside.

"Ignorance of intimate family affairs is frequently observed. Many delinquents who have lived at home for a considerable period, especially those who have come from the large cities, are unable to give a correct history of their immediate family. The father may go to work each day, and have worked for years for the same firm, but the lad is unable to tell you the name, and

knows only his father works somewhere down town. He is also unable to give an accurate account of the whereabouts of his married brothers and sisters, and knows very little about the aunt, uncle or grandparents. While he purports to have a very sincere affection for his father and mother, the only evidence of this is brought out when he is confined in some institution. He then constantly refers, with an ulterior motive, to his father and mother, but when paroled and sent back home, promptly disobeys, has little or no respect for them, refuses to live at home because of parental restrictions, and declines to assist in the support of the family. These defectives are always children regardless of years or stature. Their mental processes have been arrested and though adults in stature, they have the mind, judgment and impulses of a child. When they leave the correctional institutions and go on parole, the supervision, surroundings and employment will have to be ideal to expect success of these individuals whom nature has so seriously handicapped."

Miss Davis in an interview with me at the Eastern New York State Reformatory for Women two years ago stated her difficulty in dealing with the mentally deficient class there. I recall that she pointed out to me at that time a negro girl who was confined in the disciplinary building because she could do nothing with her. She had once before been in the institution; she had been transferred to Matteawan, had been released from that institution and had now come back to Bedford because of commitment to Bedford. She was found to be feeble-minded and not insane and consequently would not be received at Matteawan. She was a very disturbing element at Bedford and is only one out of a large number of cases, not only in that institution but in others. In the institutions, at present, in the correctional institutions, the most that we can expect in treatment, is that special classes will be formed for the mentally deficient. But these, after all, are makeshifts, recognized by the institutions themselves as makeshifts in the absence of special institutions for the purpose of treating the mentally deficient. It is practically impossible as I have just indicated to transfer feeble-minded inmates from correctional institutions to insane hospitals. Insane criminals can be transferred and I think that Miss Davis and Miss Moore both



will testify to the difficulty of obtaining the transfer of feeble-minded criminals to hospitals for the criminal insane.

It was estimated in 1912 that in any one year over one thousand feeble-minded prisoners are to be found in correctional institutions, and of course it was obvious for their own welfare and that of the institutions, there should be a special institution of the custodial class for the custodial care and treatment of mentally defective delinquents. Now that was the reason, the principal reason, why in 1913, the Prison Association introduced a bill into the Legislature providing for such an institution for feeble-minded male delinquents. This bill passed both houses but was vetoed by Governor Sulzer.

Now of course it cannot be expected that with the establishment of a separate institution for the custodial treatment of feeble-minded delinquents there would be any diminution in the amount of feeble-mindedness in the institution, but there would be a transfer. The conditions in institutions from which transfer will be made will be healthier, the administration will be easier, and ultimately if permanent segregation and treatment occur in the institution for all practical purposes there will naturally be a certain diminution in the amount of feeble-mindedness in the State.

But the principal value of such an institution as I am recommending now is two-fold; first, it will make the administration of public correctional institutions easier, and secondly it will give more humane treatment to the inmates who are now feeble-minded in correctional institutions in which they are a burden. Such custodial asylums for delinquents who are mentally deficient, it seems to me should have the right to hold their inmates until in the opinion of a competent authority they may with safety to the community and to themselves be allowed at large. The right of appeal to the courts should be allowed at reasonable intervals to the family or near relatives of such inmates.

It seems to me further, that such institutions should be separate from any other institution for the treatment of feeble-minded and in view of the probable number of feeble-minded of such exceptionally low grades as to make their custody necessary, it should be under distinct management, with a separate board of managers, appointing its own superintendent and other officers. In other

words, it does not seem to me with the probability that there are a thousand or more in the correctional institutions of the State, that we should have a compromise on the proposition of having a State custodial asylum for feeble-minded delinquents attached to an already existing institution for the feeble-minded in this State.

I think further that such institutions should be on very wide acreage and on the Colony plan and that the buildings should be as economical as possible. In view of the very large proportion of male inmates in the prisons and other correctional institutions, the bill in 1913 provided for the establishment of an institution for male feeble-minded delinquents. It was felt that it would be easier to obtain such an institution from the Legislature, but that was with no idea that the problem of the women was less important, and as a matter of fact, the problem is, in my opinion at least, more important. The women, feeble-minded delinquents, especially of the child bearing age should at the earliest possible moment be provided for by such a custodial asylum as above outlined.

The State Industrial Farm Colony was established under the Laws of 1911. A site of 821 acres has been bought eighteen miles southeast of Poughkeepsie at Greenhaven. One of the most beautiful valleys of the state, Fishkill valley, is the location of the colony and the territory is very fertile — practically all of the acreage is tillable. It has been passed upon by the State Department of Agriculture and by the Department of Agriculture at Cornell. The last two Legislatures have refused to grant any appropriations for the colony; indeed, it had to fight for its life two years ago. The next Legislature will be asked for an appropriation, provided the State Board of Charities consents, of \$225,000, of which \$200,000 will be for construction and equipment and \$25,000 for inmate maintenance. It is the hope of the members of the Board that for some of the initial construction we can use competent inmates from other institutions to build certain of the first and necessary buildings in order that we may get to work as soon as possible.

The effect of the State Industrial Farm Colony upon the feeble-minded problem, I think, will be a very direct one. It is my impression as a layman that a considerable proportion of the

so-called habitual vagrants are mentally defectives. I think that matter has been brought out to some extent in the study made under the direction of Dr. Schlapp of the Municipal Lodging House. But there are classes of vagrants that do not get into the municipal lodging houses, certain of them being of a lower grade than those who seek that shelter, and I have the intention, as a member of the board of managers to insist as far as I can upon the colony being itself a laboratory for the purpose of studying the relations between vagrancy and feeble-mindedness. It seems to me that it should provide for a considerable proportion of the vagrant mental defective class. Unfortunately the commitment period will only be for eighteen months, or for two years on a second offense.

COMMISSIONER HEBBERD.—Don't you think that it may be possible after the institution is going — and I have no doubt that it will be so soon — to have the law amended so as to allow those who are willing to remain perhaps as long as they live?

DR. LEWIS.— I should welcome some arrangement of that sort, either in the colony itself or any adjacent tract of land.

MR. HOMER FOLKS, Secretary State Charities Aid Association  
New York City:

I am disposed to think that if we were making comprehensive provision for the feeble-minded that it would be best to provide for the delinquent feeble-minded separately.

DR. GEORGE MITCHELL PARKER, New York Prison Association:

For two years I have passed on all the reformatory parole boys brought back to the New York Prison Association, which is the parole agent for Elmira. Among these boys there is a very considerable and striking percentage of feeble-mindedness which we have to take cognizance of. The reformatory itself, which I have visited, is one that to a very striking degree deters any corrective or educational work which should be carried out with the type of boy who is not feeble-minded. It is beyond question one of the most serious obstructions we have to meet in the correctional problem of the State, these that have been mixed, the normal material, mixed with bad material, that is, feeble-minded with psychiatric material. We cannot do what we should with the

feeble-minded without taking from that mass the numbers who do fall within this other category. An institution that will fall within the correctional system of the State that would serve this end by affording a place where definite and specific measures can be directed toward the handling of the feeble-minded, such a reformatory is one of the most definite needs I know of in the entire correctional problem.

COMMISSIONER HEBBERD.— So I judge, doctor, that you would favor the establishment by the State of custodial asylums for the care of the mentally defective inmates of the prison reformatories.

DR. PARKER.— Yes, I should. Dr. Christian says that from 25 per cent to 40 per cent of Elmira inmates are feeble-minded.

MISS MAUD E. MINER, Secretary of the New York Probation Protective Association, New York City:

I think perhaps the first thing I should say—I speak of the needs that appear to us in that work most pressing—one is the need of an institution for defective delinquents, where those who have been convicted by the courts may be sent, and provision made for permanent care in such an institution. One of the difficulties is that in the institutions, every existing institution, the girls are released. I speak of the girls because my work is with girls entirely. A third I should say would be the provision for the mentally deficient who are not delinquent, but who are bound to become so, unless provision is made for them. I believe that every feeble-minded girl is a potential prostitute. Unless she is taken care of she is going pretty certain to become one later, without adequate protection and care. And then I would call attention to one other thing, and that is the need of more adequate inspection at the ports of entry, so that they do not come in New York city or in our country, the girls who are feeble-minded, from other countries. Those four things seem to me to cover the situation pretty well as I have seen it.

Taking the first, the need of an institution for defective delinquents, our figures for this last year show that of 178 girls who have been very carefully examined, 34 per cent, 61 out of 178, need custodial care of some kind. In other words, their mental age is so many periods behind their physical age that you know that they are not going to be able to make their way in the world



without failure, and that group I would say of 34 per cent needed custodial care — not in existing institutions, because we haven't the existing institutions that are suitable for all that group. The lowest graded ones can be sent to institutions, but, unfortunately, they are not kept in those institutions. There is no provision at the present time for the defective delinquent, and no institution is really adequately prepared to deal with that class of girl. They only cause trouble. They are only discharged and put right back on society, meaning that they spread the contagion of their persons and disease and all the rest in such a way that they are a very great menace both to themselves and to the community. I might cite some examples in that connection. We have had two girls in whom we have been interested who were committed to Randall's Island and those two girls were taken out by their mothers from Randall's Island. Their mother had never been interested, or in one case the mother had not been interested in the girl for a long time, had not taken any supervision or care of her, but as soon as she was committed, or shortly after she was committed to the Randall's Island institution she applied for her release and took her out, there being no provision for detention in institutions of that kind. Both of their girls have since their discharge from Randall's Island given birth to children, and one is now back on Randall's Island, and the other is in a maternity home. It means that the commitment of those girls to an institution like Randall's Island was all nullified and thrown away by their release to their parents at a time when their parents made application for their release.

I may say further that out of 100 women that were examined at the workhouse this last year by Dr. Bingham, who was mentioned by a previous speaker, Dr. Parker, as a person of experience in this work, that she has found that approximately 50 per cent of that group needed custodial care. In other words they were of the kind of women who should not be allowed to come in and go out after their sentences, but need a long period of training and of care. That is somewhat higher than the group we had at Waverly House during this past year, which was 34 per cent.

COMMISSIONER HEBBERD.—They could be provided for at Bedford, could they not?

MISS MINER.—This was a group of the younger women and possibly not many of them could be provided for there. They were first offenders and I doubt very much if a large number of them would get there. I think more of them would go to an institution for defective delinquents, if such an institution were established. I believe this work should be done in connection with the courts and that after conviction there should be adequate investigation, combining investigation and mental and physical examination, together with the observation of the girls, so that when sentence is given or a disposition is made that it should be done on the basis of the knowledge of that individual, and I feel very strongly about that as far as the court work is concerned. I could give you individual examples, but I think probably you have so many of those on your records that you would not care for more of them. We have examples of these girls who come to us who have failed time and again and for whom we have failed in our efforts to do the thing that is going to protect and help them because there has not been the right kind of custodial care and the right kind of legislation which enables us to keep them in institutions.

COMMISSIONER HEBBERD.—Miss Miner, have you any general idea as to how such a clearing house should be established; should it be for the whole city and for all the activities of the city or for some special branch?

MISS MINER.—Personally, I feel that in the House of Detention, as far as the Magistrates' Courts are concerned, there should be provision there. When that central house of detention is established, as we hope it soon will be, that after conviction there should be adequate mental and physical examination for these women, so that the judge would have before him at the time of disposition of the case the facts with regard to the mental as well as the physical condition of the girl and with regard to her home environment — a recommendation with regard to the best disposition of the case. I think that work is however specialized as I think others who are interested in court work would agree. The problem of the delinquent is quite a different one from others and it does require a great deal of special care and this can best be dealt with in connection with the courts, as far as the girls

under conviction are concerned, but there are others who are delinquent who should be brought into the court or dealt with in the same way.

DR. WALTER E. FERNALD, Superintendent, Massachusetts State School for the Feeble-Minded, Waverly, Mass.:

In Massachusetts we have a defective delinquent law which provides for the commitment and detention of the so-called defective delinquent class, imbeciles with criminal history. Through the lack of interest on the part of the penal authorities that law has remained a dead letter. All it needs is administrative action by the Governor and by the present commission. That has been a law for two years. We expect a reclassification of the whole penal system and expect that one of the existing prisons will be devoted for that purpose. I feel these two classes ought to be separated. In the first place, from prisons, with their liability to escape and their criminal propensities it makes the cost of supervision, the cost of custody much more complicated and expensive than it would be if you cared for the ordinary feeble-minded. The class of defective delinquents, as a rule, are only slightly defective. Their mental defect is out of proportion to their criminal propensities, and in the institutions you are obliged to provide the precaution against escape quite equal to that of a prison, which is costly, and is very destructive of the morale of your institution. The care of the ordinary case of feeble-mindedness requires but little of that policing and is a much simpler thing. The per capita cost of an institution is very much less for one entirely devoted to the ordinary feeble-minded class as compared with the delinquent class.

The feeble-minded are as a class very suggestible and one of these troublesome criminal defectives will be a source of great influence with the feeble-minded patients. He is very disturbing and very demoralizing.

MISS ANNA B. PRATT, Assistant Secretary of the Public Relief Commission and Secretary of the Elmira Federation for Social Service.

COMMISSIONER HEBBERD.—Have you any experience at all with the delinquent feeble-minded?

MISS PRATT.—Yes, we have had some experience. The boys, children that have come to us from time to time—I haven't counted those—but one boy especially as a young boy set fire to a building and he was not at that time adjudged feeble-minded, but was committed to the Industrial School. He was there for some time because he tried to escape and had to be returned, and at last he was sent back to Elmira. We tried to make the transfer from the Industrial School to Rome before he came back, but it was impossible because there was no room in the Rome State Custodial Asylum. He finally was sent to New York, went down hill very fast, after returning to Elmira, and at last was adjudged feeble-minded and they tried to send him to Rome, but he escaped while the officer was trying to take him, and finally he was sent to Rome, but has since escaped from that institution.

DR. SIDNEY E. GOLDSTEIN, of the Social Service Department of the Free Synagogue, New York City.

COMMISSIONER HEBBERD.—Do you think we ought to adopt two classes of custodial institutions, one for the dependent class and another for the delinquent class?

DR. GOLDSTEIN.—I think my view must be that of every person who thinks over the problem at all, that it is very unwise to mix the two classes in one institution, and it is much wiser, if the state can afford to do it, to separate the two classes and to care for them separately, or at least to have them in different parts of the same institution.

DR. BALLIET, Dean of the New York School of Pedagogy, New York City:

I have the feeling, that I think is the general one now that if you could do it, we ought to place the feeble-minded in institutions for life and I like very much your suggestion of separating those with criminal tendencies from the others. It need not be stated, of course, that the sexes should be entirely separated. These institutions should take them and educate them especially along industrial lines, so that a very large number of them, all the high grade feeble-minded, would probably earn their own keep. It would be of very little expense to the State. The low grade will have to be taken care of anyway.



I think it is universally admitted that the feeble-minded cannot maintain themselves in competition with normal people. I looked into this in Germany some fourteen years ago, and I found the school at Doldorf, just north of Berlin where the feeble-minded of Berlin were given industrial education. They were also taught in special rooms as they are now in New York in some schools, but at Doldorf they were especially taught trades, and then the superintendent placed them, made a contract with employer, and it was part of his duty to visit all those that had been placed, and see to it that the employer fulfils his contract and does not take advantage of them. Their aim was to protect these defendants from the competition of normal people. Book education is of no value to these children, but the learning of a trade is of much more account.

MISS META D. SMITH, teacher ungraded class School No. 2,  
Elmira N. Y.:

My lowest graded imbecile is one who tests about 5. I have no idiots. In a general way the highest tests about 8.5. He is about 15. We have a great deal of industrial training in hand work, chair caning; we have a bench, we teach some of the higher boys the use of tools and the girls are shown how to embroider. The normal children have a sewing director and they have a manual training supervisor. Most of the low grade pupils are between 7 and 8, just between 7 and 8.

COMMISSIONER HEBBERD.—Do you have any trouble with the normal children as far as the discipline is concerned?

MISS SMITH.—Yes, chiefly through lack of self-control. We visit in their homes, and it is inherited in almost every case. Most of these homes are poorly kept and Miss Pratt has on her list all but two of my families that have been assisted by the city. My class consists of both boys and girls. We have tried to get two little girls into an institution at Newark. There is one sister at Newark now and these girls I have in my class, and there is great need for them to be placed in an institution. Dr. Christian examined one little girl and pronounced her a combination of insane and feeble-minded. She is irresponsible and very troublesome to every one she comes in contact with. The older one is hysterical and rather silly. She surely should be sent to an institution.

The older one is 12 and she will soon be 13 and the other nearly 11. No application has been made to Syracuse for them. The mother hesitates about giving her consent.

I think without question that every child in my class should have institutional care. There are some of the girls who could be self-supporting under direction in an institution, but there are none of them that really ought to be independent. One of the girls last year from my special class was married last spring. She was 15.

DR. CHARLES BERNSTEIN, Superintendent Rome State Custodial Asylum.

SECRETARY NEUSTADT.—What is your experience with delinquents; do you believe they ought to be in the same institution with the non-delinquent?

DR. BERNSTEIN.—I would like to enlarge on that if I am to answer that question. We know out in the community that one class of individuals supplements and co-ordinates the work of others, and I had occasion recently to say to a legislative committee that I thought we had gone too far in specializing our institutions; that it is well known that many of the feeble-minded can do some things for others and that they cannot do for their own class. For instance, I know that many of the feeble-minded are very helpful in caring for the infirm insane. I believe many of them would be useful in caring for the epileptics. Now there are many things that the epileptics could do that the feeble-minded could not do because they are more expert. I see no reason why we should not do as they have done in Germany, care for the several classes in one institution, and I am very sure that these feeble-minded delinquents can be very helpful to the other grades of defectives. I do not know who the feeble-minded delinquent is. Every one has the magpie propensity to take things that he sees, even though they do not know what they need them for, so that I say I do not know of a feeble-minded person who is not a prospective delinquent if you give him the opportunity.

DR. L. WRIGHT, of the State Agricultural and Industrial School at Industry:

I have only a few facts showing the futility of paroling a boy who is distinctly feeble-minded. One boy was

paroled and about the first thing he did was to put dirt in the milk at a dairy farm. He was absolutely irresponsible and the people do not realize that these poor fellows are to the bad mentally and in another case I remember one boy who started to hang a calf. They do of course foolish things.

COMMISSIONER HEBBERD.—Have you made any attempt, Doctor, to operate on some of these children with the idea that instead of being mentally defective they are mentally retarded and if so what has been the result of such treatment?

DR. WRIGHT.—That I am now doing by correcting physical defects. I am giving them the test when they go out as well as when they come in and I have noticed in quite a number of cases the improvement is quite marked. For instance a boy with marked myopia, near-sightedness, if that is corrected properly he will immediately come up to his normal standard as his brain will allow.

COMMISSIONER HEBBERD.—Now doctor, you suggested two methods of caring for the mentally defective delinquents such as come under your notice at the school; one is to have a separate institution for them and another separate cottages for them; which in your judgment would be the best?

DR. WRIGHT.—Well the separate cottage system was simply a matter of expenditure. There is no comparison between the two at all.

HON. B. M. STEPHENS, Judge of the County Court, Rochester, N. Y.:

The county court has jurisdiction as you doubtless know, of all children's cases arising in the county, but that jurisdiction is comparatively a new jurisdiction conferred four years ago. It has also jurisdiction, as all county courts have, in the trial of indictments, and most of the indictments in this county are tried in the county court, so that the question of the relation or connection between defectiveness and crime comes before me in both of these relations to the children and the adult defendant. I find not infrequently in the adult cases that the defendant charged with crime has, when a child, been committed to an institution, and then perhaps has gone to still another, and yet when he comes

before the county court charged by the defendant with a crime as a grown up person we find that he is defective, and in one case in point but a few months ago was where a boy now under sixteen — I think he had not reached his seventeenth year — was under indictment for rather a serious crime, involving the sexual element. He had been sent when a very youthful child to Father Baker's, thence to Industry, and after that he had been committed to the State Hospital for the Insane here, and after that to Rome, and he was there in the county court under indictment for crime after this institutional experience. The conclusion I draw is that the institutions that get these children and have the opportunity for observation during a considerable period of their lives should not turn them loose upon the community when their defectiveness is clearly discernible or might be so exercised by little care. The boy is an institutional case, and he was returned to Rome, where I hope he now is for a considerable period of years.

Defectiveness cannot be discovered in our court cases very easily among the children, that is during the brief space of time they are under our observation. We have had several cases of that kind. We have made though, I think, but seven commitments to either Rome or Syracuse of defective children. There are defective children that are not committed. Sometimes cases that seem to be defective prove not to be such, but the apparent deficiency is mere backwardness by reason of poor nourishment, by bad home conditions, and we find a very marked improvement when the child is placed under better conditions. There are still other cases that can be taken care of at home, particularly the boys. They can perhaps be cared for if the home is good. One great difficulty of dealing with these children outside of institutions, is this, that is I mean attempting to care for them in the homes — there are so many cases where the mental condition of the child is due to heredity and if left in his home, it being a child that needs the very best care and the very best custody and if the parents are defective, why in those cases we try as far as possible to get the child away from the home. We had an interesting case today, a girl who was committed to the Syracuse Shelter about a year and nine months ago. Then her defective condition was not



apparent. It developed there very markedly and under observation there it became clear that she was a defective child. She was brought back here and we had a hearing and the father and mother appeared, and they are of the defective type and consequently the hardest kind of people to get along with in a case of that kind.

The examination by the physician of the girl and of the parents of the girl all indicated that she should be committed to Newark, and that doubtless will be done. An interesting fact in that case was that this girl was examined at Syracuse Shelter by a Syracuse physician. She is now eighteen years of age, and the physician there decided from the Binet she was 8.4 mental age. Examined by the physician here in Rochester, by Dr. Button, he showed the girl was 8.2. That was entirely independent without the Binet. It was very close. I may have the tenths mixed but it is very close. I consider it necessary to have adequate accommodation for the custody of defective girls. Anyone who sits in a criminal court knows the necessity for that. No one who does not do that knows of the number of girls of that type who are taken advantage of in a way that is of the greatest detriment to them and to the community.

COMMISSIONER HEBBERD.—Have you given thought, Judge, to the question as to whether it was desirable to make a division of these classes so that those who are dependent shall be separated from those who are delinquent and who have criminal tendencies?

MR. STEPHENS.—I would not consider a child who was defective, who stole or did anything in violation of the law, I would not call that child criminal. We had a case today of a boy who was convicted, as far as we can convict in our courts here of petty larceny, and placed on probation with no results. We find he is a defective. We are sending him to Rome. We are not sending him there as a delinquent child, however. We are changing our conclusions and we hold that he is in need of the care and the protection of the State, so if you get away from his delinquency, by not classifying his conduct as criminal —

I quite agree with you in suggesting that that class should not be sent to institutions where the larger portion of the population was just dependent, and those who had not developed any criminal tendencies so-called.

HON. GEORGE E. JUDGE, Judge of the Children's Court, Buffalo:

There is no question but what the mentally deficient children ought to be separated from the perfectly normal children. Our Industrial School at Rochester does good work, but they are handicapped because they have to release boys too early to make room for others. We make an examination of every boy we commit to the industrial school and we give the result of our examination to the superintendent of the institution so he knows how to begin with him immediately upon his entrance. We use the Binet-Simon test. We have a man physician, one of the school physicians, from the department of health, who is assigned to our detention home for children to make these examinations.

HON. FRANK E. WADE, Member of State Commission of Prisons and State Probation Commission, Buffalo:

I should approve of an institution for the defective feeble-minded to be established somewhere in the vicinity of Buffalo. Of course my personal work has been devoted largely to correctional lines and I have been more interested in the propaganda of institutions for delinquents who are mentally defective. They are the most dangerous, and I think that it would be better to segregate them first. I heartily approve of an institution for mentally defective delinquents, one for male and one for female delinquents.

DR. FRANCIS A. DRAKE, Detention Home, Buffalo:

We need a new institution here for the dependent feeble-minded and not only for them but for borderline cases because the latter often becomes pronounced criminals. That is the class I have to do with, boys coming in from fourteen years of age who have been brought before the court four, five and six times. Now there must be something radically wrong with a boy like that.

MR. EDWARD J. COOLEY, Chief Probation Officer, Buffalo:

In the second place one of our principal needs is an institution to send these mental delinquents to. About 10 per cent I should say is a conservative estimate of the men arraigned before the courts

of record, men convicted of felonies who are mentally defective or at least irresponsible. In Buffalo the physicians are very much interested in the matter and we have but little difficulty in getting them to make an examination, which they do in their own time and without charge and we are able to present in those cases where we suspect deficiency, a medical report to the court, but the difficulty is after we have determined that the man or the boy is mentally deficient we have no institution to which to send him. There is no institution to which to send the mental defective who has become delinquent, and we are told that mental defectives will become delinquent, that is, the pronounced type, unless some care is exercised over them, so the court has no recourse except to commit them to a penal institution, the disadvantages of which are self-evident. Of the mental deficient that are placed on probation we find that they contribute to about five per cent of our probation failures. They are those whom we are unable to handle and who drift back into the courts. I would say that about one-third of our criminal repeaters are mentally deficient. They come in year after year, and we are sending them to penal institutions and we are getting no-where with them. To use a layman's term they "are not all there," and nothing can be done at present to get their correct status. We need a state institution for defective delinquent males and one for defective delinquent females.

MR. GEORGE G. PRINCE, Department of the Superintendent of the Poor, Buffalo, N. Y.:

There are many of the delinquents that are really no worse than some of those who have not been convicted of crime and who have committed crimes. They have simply gotten into the hands of the authorities before they have committed crimes and if they are under supervision the conditions would be no worse simply because they have gone wrong or committed crimes. There are others who do in a measure know the difference between right and wrong but at the same time they are not able to control themselves. These should be isolated from those of a less vicious character. If they could be isolated, that is, if they could be kept from them, but they should be separated from them. They are bad enough to begin with without making it any worse.

DR. ROSS B. NARIN, Buffalo, N. Y.:

Now as far as a separate institution for delinquents and other cases is concerned I do not think the time is quite ripe for the recommendation of two state institutions and it is very doubtful in my mind whether the delinquents or criminal classes, whether they would be classed as criminal classes if they had already been in an institution and removed from the environment that they have been living in. I think if they were put in an institution before they became criminal they would have aborted the criminal charges.

MR. WILLIAM WILEY, Chief Probation Officer of the City Court, Buffalo, N. Y.:

My suggestion would be that two institutions be maintained by the State, of course in the country, where they would have the advantage of fresh air, one for females and one for males, not so much as for delinquents, and those who have not been committed for crime, but one for males and one for females. I think a city of the size of Buffalo, something like four hundred and fifty to five hundred thousand, should not be compelled to send away across the State to have their feeble-minded taken care of. A careful diagnosis should accompany each case and there is no doubt but that segregation could be maintained within the institution itself if necessary. I do not think there would be much objection to that. I think of course every case would be investigated to the utmost detail and the authorities in charge of the institution if they thought it necessary should certainly group them together. I think it would be more important if there were two institutions to have one for male and one for female.

DR. ROBERT W. HILL, Superintendent of State and Alien Poor, State Board of Charities, Capitol, Albany, N. Y.:

The State requires greater facilities for the proper care of the increasing class of feeble-minded. I do not believe it is desirable for the State to attempt to segregate all the so-called feeble-minded because some who are classed as feeble-minded are only feeble-minded in a special environment; in their own home life, and subjected to the influences in which their parents thrived they



would be able to care for themselves, and although perhaps in many respects their progeny would not have the mental ability and alertness of others, yet they need not prove to be a burden upon the State; they could contribute by their work to the common welfare, and if surrounded by moral influences would present no real public danger to others. Now this is suggested to me by the rather reckless way in which whole communities have been written down as feeble-minded because they did not or do not measure up to the social standard of the observers. Hence I do not believe it is desirable that the State shall provide for the enormous number of persons who are classed somewhat broadly as feeble-minded. I do, however, think it is the duty of the State to make full provision for that large class of truly feeble-minded who are incompetent, unable to care for themselves even under ordinary outside society.

### e. Sterilization

DR. WALTER E. FERNALD, Superintendent Massachusetts State School for the Feeble-minded, Waverly, Mass.:

I have been unable to make myself believe that sterilization would do what is claimed for it. The fact is it is only a law in twelve states and that is not very suggestive. There are several administrative difficulties. In our State I have been privately advised by a former Attorney-General that it would be very difficult to formulate a sterilization bill which would be compatible with our State Constitution. The prejudice of the church against it is another obstacle. The prejudice of the average parent is a matter which I think it would be very difficult to overcome. I think the influence of that law would be to withdraw from the influence of our institutions large numbers of feeble-minded who otherwise might be amenable to whatever advantages and whatever custodial provision was made. In my experience in the classifications who came to the Massachusetts institutions I should say that only a small proportion of the fathers and mothers of my patients are feeble-minded themselves. They are the normal members of feeble-minded families and I can conceive by no possibility that they could have been sterilized. And yet they are the dangerous ones in the community, far more dangerous than their feeble-minded brothers and sisters. The decision in the Iowa case by the Federal Court not only decided the case against the institution but assailed the whole policy in a very vigorous manner, and of course it assailed it on the ground that it was contrary to the provisions of the United States Constitution.

Cases of actual sterilization are rare, and the following two stories will illustrate the dangers. As a medical student I was sitting in a physician's office when I was summoned to an accident. A man doing carpenter work on a house fell off the roof and injured himself in such a way that it practically performed the operation of vasectomy. I assisted in the dressing of the patient, and the patient's mother anxiously inquired as to the nature of the injury and the accident. We assured her that her son would

not die and that he would be sterile. She announced that to the women of the house and with customary country sympathy the neighbors gathered about and it became known in the community that this young man was injured but would be sterile. He recovered. The number of women with whom he had sexual relations, the fact that he had young girls who made dates with him days and weeks ahead, knowing that he was sterile and that the danger of pregnancy was absent, made a most profound impression on my mind. Finally he was obliged to leave the community. It was a scandal which extended over half a county and for generations was a matter which was well known. Now if one sterile man had that experience in one community I fail to see why a dozen sterile men would not constitute a very formidable moral risk.

The other case relates to one of my own patients who was taken home by one of the overseers of the poor for the purpose of having ovariectomy made. The operation was done by a physician who was employed for the purpose and who made a diagnosis of an ovarian disease which did not exist, I am sure. She was perfectly well when taken home. She was then turned over to her mother. The overseer said "we have been paying three dollars a week for the support of this girl for the reason that she might have children. She is your daughter and you may take care of her." She was an imbecile of low grade. The mother was a working woman who worked in a factory and left this daughter home. Three months after she was taken home the local clergyman and the local physician appeared in my office and said: the clergyman said: "A daughter of mine and the doctor's boy of seven this morning stood in front of this woman's house and witnessed sexual intercourse between this girl and a row of boys who stood in line." The minister said: "The immortal soul of my child has been soiled and every child in this village has seen and known of this occurrence." The doctor said: "The girl has gonorrhoea. She has had gonorrhoea for weeks. She has infected practically every boy in the village, and I am dealing with an epidemic of gonorrhoea, which involves not only the boys but many of the girls and many of the married men and it has been taken into the homes of many of these men." That was a Massachusetts manufacturing

village where one doctor had most of the practice in the village, where the thing could be traced in an intensive way, which from the point of view of morality and from the point of view of wholesale venereal infection seemed to me to make a strong point, a very strong illustration.

DR. ANGELL, Clinic and Hospital, Rochester, N. Y.:

I believe with most neurologists that sterilization is the only hope of serious cases.

DR. CHARLES BERNSTEIN, Superintendent Rome State Custodial Asylum:

We won't reach the problem of sterilization. We know that many of our defective classes have two outlets for their emotions. One is crime and the other is sex offence. If we catch this sex offender and sterilize him or her, as the case may be, we will limit the thing to a certain extent; but we do not know then what the outlet for that person's emotions and activity will be, and then to-day we do not know the real effect of sterilization. And if we do it we are only leaving these people liberty or in a way license to go as far as they will, and they will spread venereal diseases to such an extent that the next generation will suffer more from venereal diseases than it will from defective offspring.



**f. Need of a System of Psychopathic Clinics for the Examination of Mental Status**

The Commission finds that, outside of the city of New York, there are no suitable facilities for the examination before commitment of those supposed to be mentally deficient. Under this lack of system, children who are not feeble-minded but are simply mentally retarded are being committed to institutions for the feeble-minded, while children and adults who are actually feeble-minded and who should therefore be sent to custodial institutions, are being constantly committed to reformatory and other institutions not at all suited to their care. The Commission, therefore, believes that the State should take the initial steps to establish a system of clearing houses for the examination of all cases of suspected mental deficiency coming under public notice by reason of dependency or delinquency.

MR. HOWARD BRADSTREET, Madison House, New York City:

COMMISSIONER SCHLAPP.—Do you think it would be more feasible to have this work of recognizing the mentally defectives and of recommending some definite plan, carried out in one large institution, that would be able to receive as well individuals from the different city departments?

MR. BRADSTREET.—Well, it seems to me that it would. It seems a very logical and simple way of doing, because you have defectives under school age and over school age, and unless you use the word “education” in such a very broad sense as at present it is used, I am not at all convinced that it falls within the jurisdiction of the Department of Education to do that thing, and that, therefore, a group detached from the board of education, which co-ordinates with other organizations, would be the natural place to which these defectives might be referred after adjustment as to grade, as investigations might show.

COMMISSIONER SCHLAPP.—An institution perhaps detached from any city department?

MR. BRADSTREET.— Detached and over them all, simply by reason of the limitation of the work of the board of education necessarily.

MISS META ANDERSON, Supervisor of Classes for Defectives in Newark, N. J., and in Charge of Demonstration School for the Training of Teachers in New York University in the Summer:

Do you wish me to speak about recognizing defects in the school as a layman? Of course I feel very strongly that it is a pedagogical problem and not altogether a medical problem. I would like to go on record with that, although I have no quarrel with the doctors in this line. I think we need their help at every stage of the game. I think we should work together on the problem and then we will get somewhere, but if we work in opposition we do not seem to get very far. Then you must realize that so many of the doctors have not worked in this, and it has been put in the hands of doctors who would speak of a Mongolian as a Chinaman and a Cretin as something they never heard of before, and so on. I have come across them just like that, and I think it is our duty to see that these examinations are made by people who understand the problem. It is a pedagogical problem.

MR. NUBB of the Public Education Association, New York City:

Having the defective children in school, the school is in an excellent position to act as a clearing house for discovering the cases of different grades, that is, separating the difficult cases from the higher grade children; giving those in the higher grade the chance to get whatever education is possible and the attention which their parents want them to have. The second point is, after acting as that clearing house, through the visiting teacher's staff which the schools are beginning to organize — they have two for that purpose — they are able to visit the homes of the lower grade children and persuade the parents to send their children to institutions. Now, you have got to face the situation that parents can not be compelled to send their children to institutions, and

so it seems to me to be an opportunity for the schools to do a large piece of work in this direction, and which they are doing.

I quite agree with you that there should be adequate institutional care for every case that should be in an institution.

COMMISSIONER HEBBERD.— If you are to have some method of examining children as to their mental condition and also as to the relation which their physical condition has to their mental condition, both before school age and afterwards and require certain laboratory machinery for that purpose, is there any reason why the children that go to school should not be examined in that same place where the others are examined both as to their mental and physical condition, where they are suspected of being mentally deficient?

MR. NUDD.— Well, it seems to me that it would be a duplication of work and an additional expense.

COMMISSIONER HEBBERD.— Wouldn't there be this great duplication if you had two places?

MR. NUDD.— I doubt it. The point is that these children are in the school and a great deal of the feeble-mindedness, due to mental defect, is ascertainable only after a period of observation, and it seems to me that there is where the school is in a position to act intelligently upon the problem and to hold these children under supervision for a certain period of time, and as Miss Shaw and others have pointed out here, when a case comes to their attention it is easily recognizable, and an effort is made right away to have that child eliminated from the school system in some form.

COMMISSIONER HEBBERD.— They could give their testimony to the doctor, couldn't they, who is examining just as they would to the doctor who represented the school authorities?

MR. NUDD.— I should say that such a method would be rather cumbersome and would not be as easily handled in my judgment, which is purely the administrative point of view. I am not talking about the expert determination of whether a child is feeble-minded or not. From a purely administrative point of view I should say it would not be a very effective method of organization. It seems to me that the children are left there, you have them, you need them for a certain period of time for observation to determine their possibilities for education.

MR. MORRIS D. WALDMAN, Secretary, United Hebrew Charities,  
New York City:

After one of our visitors suspects feeble-mindedness we have that individual subjected to an examination by an expert, usually the Clearing House for Mental Defectives. There is a general rule that cases should be sent there. I believe in the principal of the clearing house. I think it is altogether necessary for us to have some place where there shall be a census of feeble-minded and where we can have assurance that proper examinations will be made and proper treatment given.

MR. ARTHUR W. TOWNE of the Brooklyn Society for the Prevention of Cruelty to Children:

Our society finds many children who are feeble-minded. We have been accustomed to send these children to the Clearing House for Mental Defectives and two or three other places in New York for examination. Most of them go to the clearing house. The reports which come back, especially those from the clearing house, are very helpful to the society and to the children's courts and other agencies in disposing most wisely of the cases. We have encountered difficulties in having feeble-minded children in certain instances committed to institutions when they should have been committed. I have been impressed with the fact that a large number of parents, who are neglecting and abusing their children, are unquestionably feeble-minded. It is the general impression of our workers that a large proportion of the parents of children without proper guardianship are feeble-minded. I think it is equally true that a considerable portion of the men guilty of sexual crimes against children are mentally defective.

COMMISSIONER HEBBERD.—What would you think from your general experiences as to the advisability of having clearing houses throughout the State whereby the people up the State could get the benefit of the kind of examinations that take place at the clearing house here?

MR. TOWNE.—I think that question needs to be looked at from many angles, all of which I have not considered. I do feel that in the rural communities there should be competent examiners,



recognized in the communities as such, who can be gone to for the purpose of having examinations made. I think that many of the examinations made by inexperienced persons are little short of farcical. It seems to me most important to have some standards, some regulations by which it will be brought about that those making these examinations, particularly where the examinations are utilized by the court, shall be persons of unquestioned ability, for otherwise there are going to be sad miscarriages of justice where children are sent to institutions that we know they should not be sent to, and that, to my mind, is one of the most tragic things that can happen.

COMMISSIONER HEBBERD.—That is, sent to institutions for the feeble-minded?

MR. TOWNE.—Yes, send a child there who really does not need it.

MRS. BARCLAY HAZARD of the Woman's Municipal League, New York City:

I am chairman of the board of directors of the Florence Crittenton Home. We had going through our home over 888 girls last year, varying in age from 16 to over 30, but the majority being between 16 and 21 or 22. Among those we had quite a large percentage of border-line cases, and we have found the clearing house to be of the greatest possible assistance to us in our work. We also find that the magistrates with whom we are dealing are very anxious, indeed, to have our girls use the examinations of the clearing house, and are very much guided by that in determining what to do with the girls. But our great difficulty is that when the clearing house has given us the facts and we know what the condition of the girls is, we have really no place in which to place them. And we feel very strongly that there should be a place where these girls could be put and kept until they are free from danger to themselves and to the community. About 22 per cent. of the girls are not normal. We get the more hopeful cases, the imbeciles never come to us. I would like to say also that it would be a very advantageous thing for New York City if institutions like the clearing house could be established throughout the State, because it would prevent a great many of those border-line cases from drifting here to New York. We have had

recently three or four cases of girls from up-State cities who would never have come to New York City if their condition had been realized.

MISS RUTH M. UNDEBHILL, Agent of the Nassau County Association:

There is no clearing house in Nassau county, but we bring our defective children to the New York Clearing House for Mental Defectives. I have record of 114 feeble-minded persons in the county at present, of course, not all of them have been examined. I should say that about twenty-five are rather low grade, and the larger proportion are probably border-line cases. A good many appear to be fairly intelligent, but are morally irresponsible.

DR. GERTRUDE E. HALL, Director Bureau of Analysis and Investigation, State Board of Charities, Albany, N. Y.

COMMISSIONER HEBBERD.—What would you say as to the advisability of having a system throughout the State for the examination of these border-line cases?

DR. HALL.—It is a necessity that social workers are recognizing. I am sure of that from the number of requests that come to our office, pleading for help to decide the doubtful cases.

DR. O. F. LEWIS, Secretary of the New York State Prison Association:

It seems desirable, indeed necessary, that in connection with such institutions, there should be established in various parts of the State observation stations in which persons who are suspected of mental defectiveness should be examined prior to possible commitment, just as we have the psychopathic ward at Bellevue as an observation station to examine those who are possibly insane. I cite, for instance, as along that line, the Clearing House, at present under Dr. Schlapp's charge in New York, and the Psychopathic Institute in Chicago, under Dr. Healy.

DR. GEORGE MITCHELL PARKER, New York Prison Association:

At the Tombs there was no examining room for the boys, no physical aids to the examination in the shape of apparatus or assistants; there were no histories produced with the boys; there

was an absolute lack of all data that one should have in going into the work thoroughly, so that the staff, of course, was utterly insufficient for it. I really represented the Prison Association. At that time the staff had one man in the prison who spent part of the day there; that was all. They have two men now, but it is still very much undermanned. The examination of boys in order to determine their mental state, and feeble-mindedness probably comes in there, is one that demands careful examination and observation, one that demands certain physical facilities; it is one that demands for any usefulness it may bring a cooperation between the prisons and the court at the time of the arraignment of the prisoner in court. I may say that at my time none of these factors was present or could be obtained. It is not only necessary in this prison group to have examinations, but peculiarly it is necessary to have histories that are continuation histories so to speak; that is each one of these boys who present themselves there under a system that would be proper would be presented with a continuation history which would represent their course in school, which would give their acts a general adjustment and development. That, of course, has never been done. The observation and isolation of these boys in the prison is and has been extremely faulty. Those in whom the feeble-mindedness is apparent are never put to one side and there is an actual need and a very definite need within the Correction Department of New York City for measures that will permit of the isolation of these boys who do not fall within this group called feeble-minded.

MR. BAILEY BURRITT, General Director of the New York Association for Improving the Condition of the Poor.

COMMISSIONER HEBBERD.—What would you think of some method of examining the feeble-minded throughout the State to ascertain who are and who are not mentally defective to be cared for in institutions?

MR. BURRITT.—We certainly should have some adequate system, it seems to me, of ascertaining the mental condition of any family in which the problem suggests itself. Just as we have facilities in the State for determining the mental condition, in which there is a suspected condition of insanity, so there should be provision,—I am not prepared to say what kind of provision,—

for determining in every family where there is suspicion of the feeble-minded problem, there should be provision for the most careful diagnosis of the case so that we would know how to proceed.

Hon. HOMER FOLKS, Secretary State Charities Aid Association:

With regard to the examination of the feeble-minded and finding out who they are and where they are, I think we should look firstly and primarily to the public schools, for that is the only place where substantially all the children of the community are. It is the only public agency I know of that comes into contact with practically all of the children of the community and the work of the schools affords in itself a considerable degree of a test of the mental capacity of these children, so that it seems to me that the first steps in locating the feeble-minded must be taken, almost of necessity, and preferably should be taken in the public school system.

Now, in addition to that, there would need to be some central places, and in various parts of the State, and a good many of them, for the more intensive testing of those who in the public schools show themselves to be backward or unusual or peculiar, or retarded or defective. I think the Clearing House in New York City has served an extremely useful purpose, particularly in stimulating the provision on Randall's Island for a considerably larger number of children. If no result had been accomplished, except the increase of the feeble-minded under custodial care, which has occurred there, that result would more than justify the expenditure that has been made. I do not know that there is any particular reason for piling up that information largely in excess of provision that can be made for the care of such persons. I do not know that in the absence of any immediate possibility of doing anything about them that there is any point in devoting a large amount of time or attention to locating them. I think it is a fair question whether we could not better expend that amount of time and effort and push in getting additional provision made and then in keeping up our examining agency to the point that where we at least definitely discover or definitely identify all those for whom we can provide some care.



COMMISSIONER SCHLAPP.— May I interrupt you just a moment; you say the public schools ought to be particularly the place where these children ought to be examined. Now there are some types where if they were recognized early enough in the child medical treatment might do something for them. For instance, one of the types that might be helped is the Cretin; now if we wait until the child is six or seven years older, because a cretin probably if nothing is done for it would go backward, the chances are that that child will be beyond the possibility of helping, so that for this particular case at any rate, this type of individual, it would be better if these cases were recognized in their first year, so why wait until the public school system gets a hold of them before they look them up and examine them.

MR. FOLKS.— I would not wait; I should think there would be as many places to which parents or friends could take a child of any age who seemed to be feeble-minded and find out what this condition is.

COMMISSIONER SCHLAPP.— Some official place?

MR. FOLKS.— Exactly.

COMMISSIONER SCHLAPP.— For instance, would you want a pathological laboratory in the Department examining blood and excreta and things of that sort?

MR. FOLKS.— If that were a necessary factor in getting the work done, and if that were not available in any other way, yes.

COMMISSIONER SCHLAPP.— Doesn't that take it really into the province of the hospitals?

MR. FOLKS.— I suppose the hospitals would be very glad to do it and you could get it done at some of the existing hospitals or the municipal laboratory.

DR. SCHLAPP.— Now it is a fact that some of these children have hereditary syphilis.

MR. FOLKS.— Yes.

DR. SCHLAPP.— It seems to me out of the province of the Department of Education to go into any stage of this work and investigate the etiological factor of feeble-mindedness.

MR. FOLKS.— You mean the study of the cause of feeble-mindedness?

DR. SCHLAPP.— Yes.

MR. FOLKS.—No, I do not think that it is necessarily out of their field.

DR. SCHLAPP.—In order to do that they would have to have a pathological laboratory, they would have to have a clinic for eyes, ears, nose, X-ray department and every other department in medicine to make an examination; now that seems to be outside the province of the Department of Education.

MR. FOLKS.—What I said was the preliminary tests that certainly ought to be made in the public schools. Now it may very well be that after you have made those you finally reach a stage where you require in certain cases work done that could only be done by a hospital or by the health department or some other department.

DR. SCHLAPP.—But ought that to be left to the Department of Education to decide what cases should be examined?

MR. FOLKS.—I should think so.

DR. SCHLAPP.—They don't know that. They don't know whether a case is hereditary syphilis or not. They would not be able to determine that.

MR. FOLKS.—So far as that goes there is no reason why the medical school inspection could not be extended to include that sort of an examination. There is no reason why in a case in which that appeared to be likely the educational authorities could not have it done. You would not suggest that some other department should go in and make a Wasserman test of them all, would you?

DR. SCHLAPP.—Personally, I should think that if the Department of Education were to observe any child that was suspected of being feeble-minded they ought to refer that individual to a central institution to go into this case very carefully, and if possible to determine the nature of the condition underlying the feeble-mindedness, and in some cases this child might be helped, and there are conditions which simulate feeble-mindedness that I believe in the Department of Education they are not, the way things are now, able to determine whether that is a simulative feeble-minded state or actual feeble-minded state. Now that is a thing which belongs to the province of medicine, and don't you think it is safer to have all etiological cases go to an institution for that purpose?

MR. FOLKS.—Personally, I believe medical school inspection and school nursing, and generally speaking, the physical care of the child, should not be in the Department of Health, but in the Education Department. That is, I think they should branch out and get expert assistance and all kinds of expert assistance needed to enable them to do a thorough all-around job in looking after the school children, and I really do not see why this would not come in as a part of that.

DR. SCHLAPP.—Because it seems to me that the Department of Education could not go into the matter thoroughly enough to work out this problem in the way it ought to be worked out.

MR. FOLKS.—I do not see why it would cost any more there than it would anywhere else?

DR. SCHLAPP.—You would have an institution that would look after these cases before they go to the school; you would have to have an institution for these after they leave the schools, court cases?

MR. FOLKS.—Yes.

DR. SCHLAPP.—The cases brought to the charities organization, or charities societies, the A. I. C. P., the Home Society, the C. O. S.—you would have to have an institution to determine the etiological factor of the nature of these mental disturbances in these cases, so have different institutions, why not have one central institution?

MR. FOLKS.—My suggestion would be that the institution which the Department of Education had would be the most central institution which we could have, that is it would be in touch with the largest group of children. That would be more nearly and more truly, central than any other kind of institution we could have.

DR. SCHLAPP.—Then you would have these adults go back to the school department to be examined?

MR. FOLKS.—I do not mean to say I would put the institutions for the permanent custodial care of the feeble-minded under the Education Department because I would not.

COMMISSIONER HEBBERD.—But the clearing houses that Dr. Schlapp means, would you have one for the school department and one also outside for the younger ones and the older ones and then here is another aspect of it, would you have one throughout

the State for the school department and one again for the older and younger ones, because we must recommend a system that will be State wide and not merely for the city of New York.

MR. FOLKS.— I think I should use, as the greatest number of children are in the school system, as the number would be a small number relatively, I would be disposed to have but one in any given locality, moderate size locality. Of course in the city of New York you might have to have several, but in smaller cities I would have only one. I would have that attached to the educational department and I would send these few children under the age of seven, who have some peculiarity, I would send them there to be examined, and the fact that they have passed school age, I would not exclude them from it, just as we let adults go to the public lectures and have schools for teaching older people to write English and so on.

COMMISSIONER HEBBERD.— Would you send an adult person — say it was a court case — to such an institution also?

MR. FOLKS.— I do not see why you should not, if diagnosed and tested and so on.

COMMISSIONER HEBBERD.— Would you have a psychiatrist?

MR. FOLKS.— Yes.

MR. ROLAND SHELTON, of the Big Brothers Movement:

The only phase of the work I feel competent to talk about is not on the low grade defective but rather on the high grade, moron type, and in regard to that I will want to voice my sentiment in regard to the clearing house, and that would be decidedly for the continuation and enlargement of a central clearing house as it is now conducted and decidedly not under the Board of Education. My argument would be that it should be a separate institution under a separate department of the State to which not only the Board of Education could contribute but also the courts, the various societies and individuals. I think there is not enough co-operation between the Board of Education in New York city and other bodies to warrant us in recommending that the Board of Education take up another matter as technical as this; in view of the necessary employment of experts it would seem that it were best to have the very best men that could be obtained and not decentralize that work. We have found such very great help in the



present clearing house successful cooperation, and I sometimes imagine an exchange of favors in the way of referring to the clearing house questionable cases where we want expert advice in respect of boys about whom there may be a question of their being really in the moron class or in the border line suffering from some temporary mental disturbance.

There seems to me to be a very great necessity for a more continuous observation of the cases in hand, an observation extending over two or three years, and if definite, permanent progress is going to be made it would seem necessary that a central laboratory be established in which those cases may be studied for a period of years, not only the data gained but a progressive study made of these cases.

DR. WALTER E. FERNALD, Superintendent Massachusetts State School for the Feeble-Minded, Waverly, Mass.:

The great difficulty in relation to a clearing house system is the absence of medical authorities who are competent, who are experienced in the diagnosis of mental defect, and to my mind that is a great difficulty. I believe that should be met by inciting the medical authorities to make instruction in this subject a part of their curriculum, which is not the case to-day I think in any medical college in New York. I believe that the alienists who are already employed by the State should be utilized in doing the State's work. We are doing that in Massachusetts. I am called upon frequently to go to the prisons. Last week I was called in to make an examination of a man who was to be electrocuted a week from that date. I was called in to give an opinion. I was not paid for it. I declined to be paid. I said I am in the State's service and if you draft me into this service I believe I ought to be available in the service of the Commonwealth. The clearing houses should be under the State. When you have created institutions for the feeble-minded in your State, it seems to me that your clearing houses should be tied up with those institutions in a way, so that the staff of these institutions, the psychologists and the clinicians should be available for serving the community which they serve by being available for diagnosis, that they might go from city to city and hold once a month, in connection with the

school committee and the local physicians, clinics where their experience would be available for that community. I think that is very vital and in most States that is being done in an unorganized and unrecognized way, but you will find it very difficult to find trained psychologists and trained clinicians unless you use those people.

I think the care of the feeble-minded is a State function, because otherwise you would have a great variety of standards.

MISS ANNA B. PRATT, Assistant Secretary of the Public Relief Commission and Secretary of the Elmira Federation for Social Service:

We take all cases where there is any possibility of getting a child into an institution to Dr. Frank Christian of the Reformatory. Before the law went into effect he always examined free of charge and we have always taken the children to the Reformatory so that it would be unnecessary for him to make a trip to Elmira. He has been very kind and has helped us both because of his knowledge of mental deficiency and also his medical knowledge. In one case I remember a teacher pronounced a child precocious and in another school that child was pronounced feeble-minded. We took the child to Dr. Christian and it was found that the child was tongue-tied and had had no advantages and through the physician's knowledge we were able to make it possible for him to go on with his work and he is doing very well. It is too early to state whether he is going to be normal or whether his mentality is limited.

COMMISSIONER HEBBERD — I suppose a child could be both precocious and feeble-minded?

MISS PRATT. — At certain things precocious.

COMMISSIONER HEBBERD. — Well, you are fortunate of course, in having Dr. Christian so close at hand; what would you think as to the desirability, Miss Pratt, of having clearing houses throughout the State to which these children might be sent for observation in doubtful cases and from which could be sent out examiners who understood how to test the feeble-minded so as to give people in the various localities of the State practically the same advantages that you have here through the fact that Dr. Christian happens to be here and happens to know about this?

MISS PRATT.—I think it would be very wise. We have difficulty now in a home where there are children boarded at the expense of the city. We have four children from one family in that home and from the records of the teachers it would indicate that the children were deficient. Three of the children at least were deficient, but the teachers have become very much interested in the children and they have pronounced only one a defective, one who cannot learn, positively cannot learn. The physician in the little town where the school is located tells us that the children are not feeble-minded and we can do nothing. We have not been able to get the children to Dr. Christian. In that same school is another boy 16 years old who lies, who steals, who made no headway in school so that he was not allowed to go on with his school work. They cannot place him on a farm and they tell me in that school that he is not feeble-minded, and we have been trying to place the boy on a farm but have been unable to and we cannot get him into an institution at present. There is no institution for him, so that we have not brought him back to have him examined by Dr. Christian, but without doubt that boy would be found to be feeble-minded by an expert examiner, so that it would seem very wise to have these stations throughout the State.

DR. A. C. ROGERS, Superintendent of the Minnesota State School for the Feeble-Minded, Fairbault, Minn.:

The experience generally is that when a child is a misfit in a community it results in its coming to an institution for the feeble-minded. You can have all the theories of the nature of the feeble-mindedness you want to but after all that is the test. We have a plan for clearing houses under consideration in Minnesota. They have a law in Ohio covering a clearing house plan and I am under the impression it has gone into effect now. It provides for a head expert, a psychologist and clinician, with assistants to whom all doubtful cases are referred, and in a general way I think they intend to provide a detention home or institution of some kind, not very large, where cases can be sent for examination and detained for a while, where there is any general doubt about it. I think that law was passed in 1913, and it is part of the law creating the new Board of Administration.

In school training manual and industrial training are essential.

I believe we should have laws that would permit us to sterilize in certain individual cases for proper protection, but I do not believe as a program it should have very general application.

DR. S. JOSEPHINE BAKER, Director the Bureau of Child Hygiene,  
Department of Health, N. Y. City:

I have charge of the system of school medical inspection. I should like first to go on record as saying what I presume is an established fact, that a child with a real mental defect cannot be helped by merely correcting any physical defects which may exist. True mental defect is not dependent upon physical defect, but there are a very considerable proportion of children who are seemingly mentally defective, who are only seemingly so, and that therefore, I believe every child who is retarded in school work or who is evidently below par mentally, should be given the benefit of a physical examination and there should be given treatment to establish a differential diagnosis to determine whether or not it is a true mental defect or not. In order to show the value of that, a little over a year ago I had 217 of these mentally defective children in the public schools physically examined by the school doctors. We took the children from the ungraded classes, children that had been referred to the classes as mentally defective and presumably children who would have remained in that condition and ultimately become a burden to the State, an institutional case. These 217 children were physically examined, the consent of their parents being obtained and then they were taken to clinics for treatment, mostly the clinics of the Department of Health, and they were sent to the country in some instances. The families were given social relief and everything was done that was possible to see that they were given a full examination of everything that physical health would give them and of that 217 children 94 showed distinct pedagogical improvement, proving that they were not cases of mental defect, that is 94 out of 217. Now those cases were examined by Dr. Schlapp at the clearing house and in all cases this improvement was shown, the children could go back in their classes, a very large number of them, and 187 were cases of defective vision, very marked cases of defective vision, and they had grown up to be thought imbecile simply because they had never



been able to read or see properly, and these children were perfectly capable of being taught just as soon as they had proper eyeglasses.

These were not selected children, they were taken from the ungraded classes. My feeling is very strong that the public schools are not the proper places for the mentally defective children and should serve only as a clearing house; that every child with presumable mental defect should be given the benefit of this physical examination and of proper treatment to determine whether it is really mentally defective or not, and if it is determined that the child is a true mental defective I think legislation should be obtained so that children should be put into an institution and I base my opinion for that on this reason; at the very best practically all we can say in favor of the school control as I have seen it, is that for five hours a day the child is kept out of mischief, and is perhaps given a little manual training, hardly enough to make it self-supporting, but enough to keep it busy and to make it useful

COMMISSIONER HEBBERD.—Very little manual training?

DR. BAKER.—Very little; sometimes a little drawing or basket work, but in the main the child is entertained and kept out of mischief for five hours, and that is for 195 days in the year. The remainder of the 365 days in the year and the 19 out of the 24 hours of the school days the child is in the street or in the home subject to no control, or official control whatever.

COMMISSIONER HEBBERD.—How many low grade cases are in ungraded classes?

DR. BAKER.—I believe that Dr. Goddard's statement is approximately correct, because I think his opportunities were excellent for observing and he estimates that there are about 15,000 such children in the public schools of the city. I should assume that that was approximately correct.

I think the function of our schools is pedagogical. I think they have a program sufficiently broad for them to live up to at the present time. I do not believe that it is the function of our educational authorities to take care of either mental or physical defects, in city government.

COMMISSIONER HEBBERD.—What would you think of a State system that took charge of that from New York to Buffalo?

DR. BAKER.— That would be very excellent. It would be almost necessary to be State work because the establishment of institutions on any broad scale would not be confined to the locality of New York city; that is, it would be better for the children of New York city if they were sent to institutions outside of New York city. I would recommend that the whole matter be made a subject of State control, with central clearing houses and provision for sufficient institutional facilities to care for the children with true mental defect; and second, in the event that the first recommendation is not followed, I would suggest that the board of education in this city, as well as the boards of education in smaller places, be given adequate facilities for subjecting all children with suspected mental defect to a complete physical examination, with adequate facilities for treatment, so that the differential diagnosis between their mental defect, true mental defect and mental defect dependent upon physical defect might be established.

DR. SIDNEY E. GOLDSTEIN of the Social Service Department of the Free Synagogue, New York City:

The social service department of the free synagogue has been devoting itself since 1907 to the social care of the sick. We try to study these cases in the hope of adjusting them to their environment, to their problems, their life.

COMMISSIONER HEBBERD.— Where do you have them examined, where do you test their mentality, at your own clinics?

DR. GOLDSTEIN.— No, we do not test their mentality in the clinics. In the clinics the doctors determine whether or not the patient is in need of such an examination and then we send the patient to the clearing house in order to determine the mental status of the patient. Then we get a report from the clearing house, and that has been satisfactory. We have found it so. We have found it very helpful.

COMMISSIONER HEBBERD.— So that leaving aside entirely any question of this particular clearing house you feel that it is desirable to have a place of that sort where these people can be carefully examined and tested as to their mental status?

DR. GOLDSTEIN.— Very much so. We feel that it is very necessary to have some place to which we can send these people and

where they will receive a careful and thorough examination by experts and specialists in their particular work.

DR. IRA S. WILE, Member of Board of Education, New York City:

Before any sentence is pronounced upon any child after the facts have been adjudged in the light of all the information that may be secured through probation officers, through nurses, through court physicians — before any actual decision is made there should be a pretty thorough understanding — not as the result of the information of one person, but as the result of the co-ordination of the opinions of many persons who have had an opportunity of studying the individual child as to whether or not he is a person who is responsible for his acts; whether he is a person who is mentally defective because of some accident which has occurred, or whether it be because of some inherent psychiatric defect, or whether it be due to some optical defect, because many a child who is psychiatrically strabismic, it is caused by optical strabismus, and those things ought to be made the subject of examination and then be placed into action in our juvenile courts.

I should say that the initial place for the consideration of the problem of mental defectives would be in the public school system. I say that for two reasons. In the first place education has gotten to the point where people know that an education system is for the purpose of educating. They are anxious to have the children educated. They are willing to have the children educated. They are willing to send them to a public school system. Then at the education system, once the parent has shown co-operation to the extent of sending the child regardless of its mental defect, it is possible to have a grading process — a sieve — call it a mental sieve if you wish — those with large mentalities will go through here and those with small mentalities will stay here, and they will be graded, and it is the result of actual education — that is these children do not seem to make as excellent progress as this group of children — why?

DR. CHARLES BERNSTEIN, Superintendent Rome State Custodial Asylum:

We want some central point, maybe several central points, where we can send the doubtful cases for study and observation, and a clearing house system as it is spoken of. I know that Ohio is the only state today that has made any definite attempt to do it as a state. We know of course of Dr. Schlapp's work in New York with his clearing house at the Post Graduate Hospital and we know of several school systems which have attempted to establish something in the nature of a clearing house which has not worked out very well. In Ohio they have a board of control which controls these institutions as well as the penal institutions and this board is empowered to create an examining board or clearing house system. That is not established in any one place. The records are kept at Columbus. They can sit anywhere throughout the state. Many of the doubtful cases are sent to the institution at Columbus, O., for the feeble-minded and there examined. Sometimes the authorities at the school for the feeble-minded at Columbus are asked to go to other institutions and other places to examine children. However we find the real thing is to keep them under observation for some little time. You cannot tell by one examination of half a day or a day or an hour whether a person, a border-line case, is feeble-minded or not.

The clearing house problem is essentially a medical problem. The State recognizes it with insane as well as with other defective classes. It really becomes a medical problem in the end and today with our increased knowledge of the conditions of the internal secretions as controlling development, it is a medical problem naturally. The facts are easily established as regards various conditions of the feeble-minded and possibly the educational authorities are quite sure to be the first ones to find the doubtful case, the case that should be studied, still I feel their duty ends there and the case should then be referred to some very definite department for observation and study. We must know for 24 hours a day what they are doing.

Criminals ought to be examined at a responsible clearing house, not in a school system or in any system that does not keep them under observation for 24 hours for a number of days in succession.



Practically the orphan asylums have been the deciding authority up to the present time. I think in Rochester the majority of the cases today go to the public school system and find their way to us, as they are well organized there.

SECRETARY NEUSTADT.—Do you feel that the examinations as they are made by people who have had some experience with the Binet tests are sufficient to pass on a child?

DR. BERNSTEIN.—No, it is only indicative of a delayed development or abnormal condition or condition of defectiveness.

MR. NEUSTADT.—And it really requires a careful examination of some medical man to determine what that is to do, doesn't it?

DR. BERNSTEIN.—Yes, sir, by all means.

DR. HAMILTON, of the Utica State Hospital.

COMMISSIONER SCHLAPP.—How do you feel about these examinations being made in the department of education and that the commitments be made from the department of education?

DR. HAMILTON.—Unless the department of education are further developed the process can hardly be carried to the end there. It is my feeling that the time is coming when the department of health will have referred to it that problem as it has now the care of the insane pending commitment. It is only within the last two or three years that the health officer has been given responsibility for the care of the insane that went to hospitals. The change has worked admirably for the patients, and as I say the time is coming when the same thing will be done with the feeble-minded. That will involve however considerable development in the department of health. It will involve their removal from politics which plays a very large part in smaller cities, unfortunately, and some temporary machinery will very likely have to be devised for making these examinations until such time as departments of health are out of politics.

DR. EARL D. FULLER, of the State Charities Aid Association:

The only way to detect the feeble-minded is for them to be detected in the public schools. There ought to be a way of detecting them there, while the teachers might possibly be able to suggest that certain children were not able to keep up with their studies with other children, they would not possibly be able to

say they were defective or deficient or were idiots, but some one who has had experience with the class of children would be able to detect them and they could be placed where they belong.

DR. SCHLAPP.—For instance if there was at this institution, the Rome State Custodial Asylum a clearing house for examination, don't you feel that would be satisfactory?

DR. FULLER.—I think it would be a very good idea.

DR. SCHLAPP.—For this district of the State?

DR. FULLER.—I do. I do not see why it should not be made available for people in this community. I think the suggestion of Dr. Hamilton that the health officer be placed in possession of these children as well as the insane would be a very excellent idea.

MR. JOHN W. GILMORE, Agent for the Elmira Society for the Prevention of Cruelty to Children and Animals:

Clearing houses would be very desirable. While Dr. Christian is very kind and gives the examination freely and is an expert and all that it must be a little burdensome for him to do this work. He has to volunteer to do it, and of course while we appreciate it, we are a little delicate about asking him to make the examination, and if we had a place we could take these children to where we were at liberty to take them by law it would be a relief, not only to the society but to Dr. Christian.

MISS JEANETTE MCGREGOR, Secretary of the Social Service Society of Corning:

I think the suggestion you made in the earlier part of the morning about establishing clearing houses throughout the State is a good one, because it brings to the rural communities the advantages they do not have and the advantages which the large towns do have, because they are more familiar with the subject of mental deficiency than the village practitioner. There is one thing we lack in Corning, having a satisfactory examination of these people. We do not have it and if there was a clearing house to which these people could be sent for observation, or from which physicians could be sent out, it would be a wonderful help, and I feel too there is a great need for custodial care, particularly for women and the younger girls in the community

because Corning particularly has always been considered an immoral town and a great many of these women have been people who we find have been deficient mentally and we have no way of putting our fingers on them or doing anything with them. It might be possible to establish small colonies where these women who are of a higher grade, not low grade feeble-minded women, can be made self-supporting under proper direction, and in that way be no expense to the State, and the State be protected against them.

DR. L. WRIGHT, of the State Agricultural and Industrial School at Industry:

It has long been known in a general way that we were receiving in the school, the State industrial school, boys whose intelligence was greatly below par, a number distinctly feeble-minded. During the past decade a number of systems for testing intelligence have been brought forward. The best of those so far as known to date for our work is that formulated by Professors Binet and Simon of France and modified to American needs by Dr. H. H. Goddard of the Vineland, N. J. Training School. The mind develops from infancy to the adult just as does the body, and there are signs of this such as the eruption of the teeth, signs of puberty or signs of bodily development. There are some also whose mental development stops at various ages, just as some people's physical ceases when adult is reached, *i. e.*, a boy may be physically developed to fourteen and by a series of questions and tests brought out by these men and tested on thousands of normal children, it can be shown that he can only do those correctly up to the age of ten years. Goddard has formulated the rule that every child who is two years old or more backward up to the physical age of nine, is probably feeble-minded, while a child above nine in a physical age retardation must be at least three years or more before he can be called feeble-minded.

To get the proper results with these tests several things are necessary:

1. To have the subject alone with the examiner.
2. Examiner and subject should not be fatigued. (Testing should if possible be done in the morning.)

3. The examiner and the one tested should be at their ease. (With the younger children it is well to take the tests as a game.)

4. Physical defects should be taken into consideration in the final marking. An apparently low grade subject is often found to be suffering from defective vision or hearing.

(Copy of our tests can be had on request.)

In marking according to these tests the boy is started at an age at which he answers the questions with ease, and is worked up to the point or age where he answers all but one. He is given an additional year for each five correct answers or tests accomplished beyond this one-miss age.

The results follow:

Normal . . . . .	201
1 year retarded . . . . .	116
2 years retarded . . . . .	81
3 years retarded . . . . .	56
4 years retarded . . . . .	44
5 years retarded . . . . .	33
6 years retarded . . . . .	10
7 years retarded . . . . .	3
9 years retarded . . . . .	2

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Over one-third of the boys entering the school were foreign, *i. e.* while they were not necessarily born abroad, they spoke with an accent and in some cases an interpreter was needed to bring out the results. This must be taken into consideration in interpreting the following results, which show first the American boys 351 in number, then the foreign 195:

	<i>American</i>	<i>Foreign</i>
Normal (same mental and physical age) . . . . .	162	39
1 year retarded . . . . .	86	30
2 years retarded . . . . .	37	44
3 years retarded . . . . .	27	29
4 years retarded . . . . .	18	26
5 years retarded . . . . .	13	20



	American	Foreign
6 years retarded.....	5	6
7 years retarded.....	1	1
9 years retarded.....	2	0

Among the foreign were, Polish 112, Italian 70, Jewish 10, Greek 3, Syrian, Danish, Russian and Finn, each 1.

Of the 546 boys tested 36.8 per cent. are mentally at age.

Of the 351 Americans 46.1 per cent. are mentally at age.

Of the 195 distinct nationalities 20 per cent. are at age.

Of the boys who are at age or 1 and 2 years retarded, 72.7 per cent., Americans 78 per cent.; other nationalities, 57 per cent.

These boys are according to the authorities in the hopeful class. They may all by proper educational and vocational training and the removal of physical defects be brought up to or near the normal.

The boys who are according to this classification three years or more retarded show the following percentages:

Totals 27 per cent.; Americans 17 per cent.; other nationalities, 42 per cent.

Taking into consideration that at present unavoidable inaccuracy of the test as applied to the foreign or boys of distinct nationalities, it can be roughly estimated that twenty per cent. of the inmates of this institution are three or more years retarded mentally. This means according to Dr. Goddard that these boys are feeble-minded, or are "unable to take care of their affairs or conduct themselves with ordinary prudence."

Also according to Dr. Goddard it has been shown that fifty-seven per cent. of feeble-mindedness is hereditary. It is also claimed that the feeble-minded are approximately twice as prolific as the normal minded person. It is my firm conviction that these boys should not be confined in any penal institution, or in any correctional home, but in some colony, not for one or two years, and then turned out on society, but they should be kept happily and profitably employed under constant supervision during their entire lives.

If the boys of this kind are to be kept at Industry, two cottages under those who have had scientific training in the care and

teaching of the feeble-minded should be provided. Very little academic instruction and that of an elementary and useful practical character, but most of the time working with their hands, so that, if they must be paroled, they will be trained in useful pursuits as far as their limited mentality will allow them to assimilate the same. We will also be able to study them individually with a view of using some of the glandular secretions such as thyroid, pituitrin, etc., for which much is being claimed in cases of this kind.

There are then roughly two sources from which the antisocial spring:

Environment; Hereditary; Physical defect; Mental defect.

It is my profound hope that the State will, to use a homely phrase "get busy" and allow us to remedy as far as they are remediable, all of them.

Now suppose the boy has broken one of the State's laws. He is paroled, for six months. He again offends the State. He is sent to one of the farm colonies for a year, provided his conduct warrants his parole at this time. When he arrives he is cleaned physically and before he leaves the institution an earnest effort is made to clean him mentally and morally.

The causes of delinquency are very numerous. Some are easily correctible, others are more difficult, and still others are impossible of correction.

Among the causes of juvenile delinquency are the physical:

*Adenoids*.—The boy cannot get properly cleansed and moistened air into his lungs, but has to take it raw through the mouth instead of the proper channel, the nose. He cannot learn as easily as the others, and is scolded therefore. His eyes wander through the school window into the great outdoors and at the first opportunity he skips school. Looks upon the truant officer and the policeman as his enemy, and joins the ranks of the antisocial, and the local gang of rowdies. Of the 546 boys examined for admission to the State school at Industry just 100 suffered from this defect. As the average age at admission to the school is 13.6 years the mischief has in a great part been done, and the boy is a confirmed mouth breather, and his face has been permanently deformed.

I am sorry to see so large a number of boys coming to us from orphan asylums with these defects uncorrected. Medical inspection of schools which is now being undertaken thoroughly throughout the State will to a great extent remedy this trouble, and I hope that this inspection will extend to the orphan asylums as well as the public schools.

*Enlarged and Diseased Tonsils.*—These occur often with the adenoids, and besides rendering breathing difficult, diseased tonsils are breeders for the staphylococcus or common pus germ, the diphtheria bacillus, and other deleterious bacteria. Diseased tonsils have been within the past ten years shown to be in many cases the exciting cause of acute articular rheumatism, seventy-five per cent. of which cases are accompanied by heart disease. Which means periodical sickness and loss of jobs, loafing at the corner, crime.

*Deviated Septum.*—Due to malformation at or before birth, or injury to the nose thereafter, the dividing partition of the nose becomes out of shape, too far to one side or the other, often impinging on one side or the other of the nasal cavity. This stops the drainage of the frontal or maxillary sinus, which often becomes filled with pus, and causes difficult breathing and sickness. This is a rarer defect than the others only two of the boys being markedly deformed in this way.

*Defective Vision.*—This is quite common. Fifty-five cases being discovered in this series. The writer was one of those who could not see the blackboard from his seat and was scolded for inattention, until parental common sense prompted a visit to the oculist, after which the world cleared up, and normal vision was attained. Crossed eyes are quite common among the young. Can be corrected by glasses or operation.

*Defective Hearing.*—Rarer in this series than visual defect, but just as serious a handicap to proper advancement in school. Often caused by adenoids blocking up the eustachian tube, or tube leading from the throat to the ear.

*Hernia.*—Ten cases found in 546 examined. Makes dangerous any heavy work. Early and small can be corrected by truss. Later the larger hernias are only to be corrected by operation, which is often refused by the parents.

*Speech Defects.*—Stammering is often found in the young. It makes them an object of ridicule to their fellows, and their nervous efforts to overcome the defect is a pitiable sight. This can be overcome by proper attention to the boy's habits, avoidance of excitement and stimulants, and is often outgrown. One case, a very marked one was absolutely cured by the removal of the enormous tonsils in this school.

We have one deaf mute boy in the school at the present time. A very common defect, and one with grave prognosis if neglected, is phimosis, or adherent foreskin. The writer's opinion is that all male children should be circumcised. At puberty the boy is normally nervous, and if at this time he is bothered by some irritation all the time from the sexual center, it may be and often times is the last straw which is the leading factor which turns him into state care. Circumcision will also greatly lessen the liability of venereal diseases. Two hundred and fifty-five of these operations were done at our school during the year, and more would have been done had there been room in the hospital.

Varicocele is another defect which is responsible for a great deal of nervousness and instability in our boys. Twenty of these were found. Of the other defects, enlarged thyroid, and undescended testes, both are uncorrectible, also epilepsy, two cases in our series.

I think it is a fine idea to have clearing houses throughout the State and in connection with that we should also have a hospital to correct the defect and give the boys a chance before they are put in any institution. Before a boy is put on probation by the court, if he has defective vision, or hearing, or anything that is correctable, it should be done before he is allowed out on parole.

MISS ALBERTA SMITH, United Charities of Rochester:

I feel that there should be some way of examining the adults, especially young mothers where there are feeble-minded children in the family and a prospect of an increase in the family; there is no way of breaking up the family because we have no evidence on which to break it up and no power to break it up. Many of these women are as good mothers as can be expected.



DR. EDWARD L. HANES, Clinic of the General Hospital,  
Rochester, N. Y. (Nerve Clinic Out Patient Department):

The cases that come to us are of the general nervous types, not confined to children. We had a case of a young woman of sixteen or seventeen who passed from the high school where she was a young women who was completely devoid of morals, no moral sense. She came under that rather rare type of defectives, a moral imbecile.

COMMISSIONER HEBBERD.—What would you think of this suggestion that has been made to us of trying to get the State to establish clearing houses throughout the entire State, not a great many of those, but a few convenient to the large centers of population, from which experts could be sent out to diagnose suspected cases, and in some instances the cases that were very doubtful could be brought into the clearing house and kept under observation for the time; what would you think of that as the proper method?

DR. HANES.—The last point that you bring up to my mind is extremely necessary, necessary in this very necessary way of doing things; that is, you have got to have these cases where you can watch them and observe them; you cannot determine feeble-mindedness, not adequately to my mind, and send it among others on the basis of the Binet test, especially if they come within the delinquent class, and I think the whole idea of a clearing house is extremely essential, especially when there are selected cases — not every case that comes, perhaps — it may not be necessary — but where selected cases can be held under observation. That is the greatest difficulty I have. They will come from the school, telling me a story of the home life perhaps. The home life may be very bad, the conditions there, the lack of discipline on the part of the parents, the parents themselves of a very low grade of mentality, and then in the school the child does not do well, and it is a very difficult thing for me to pass on such a case. Of course, our clinic is not very active for the carrying on of the Binet test. I feel that the school should have done that. I do feel, however, that that element of having the clearing house as a place for observation is a very, very necessary thing.

One further thought occurs to me in regard to the establishment of the places you speak of, and that is, I have been very much impressed with the records of our courts, dealing as they

do with men who manifestly have something wrong with them from the nature of the crimes they have committed which have been specified and run through our newspapers, and no man can read them who knows anything about mental diseases or defectiveness, it seems to me that a clearing house with some one to take up that kind of work might necessarily make an index of the defectives that must remain outside of the institution. A great many of them, as you have said in my hearing, cannot go to the institutions, and that would be impossible if there were any such number as two hundred and fifty thousand. We could not do it. There are, however, great potentialities for crime by delinquents that we should keep an index of. There are a number of cases that have occurred in our community in the last few years where it seems we have not made any effort to deal with them and I feel very strong about the clearing house, and we should do some work to find out about it.

FATHER O'NEIL, Rochester, N. Y.:

I think we are tending too much to simplify the answers to difficult questions. That is, we always look for simple answers for crime. If a person is guilty of crime it is easy to come to the conclusion that he is not morally responsible. Now many of these persons that I believe are not mentally defective are close to it, but the tendency in modern days is to seek excuses for crime. If many of these persons that are guilty of these crimes that are spoken of here in early life had received the moral and religious training that they should have received, in other words if their consciences had been properly trained, I think many of them would have avoided these things that we are complaining of now. If the child had not had this moral training put into him, and of course the object of education is character building, and if we eliminate from character building the most important factor which is necessary for this moral training, of course society is going to suffer.

HON. B. M. STEPHENS, Judge of the County Court, Rochester, N. Y.:

It is very important, and it is so obvious that it ought not to be said possibly — that there should be no suggestion even that a child is defective until the very last test that is possible to be

applied, has been applied, and the conclusion is inevitable. I have sometimes thought that was one of the dangers we need to guard against, that is stamping a child as perhaps defective when it might be just backwardness due to other conditions entirely. A great deal is being done here, doubtless, as Superintendent Week will tell you, in Rochester, which is of tremendous help and benefit for those who have finally determined what to do with the child.

MR. CASTLEMEN, President of the Board of Education, Rochester, N. Y.:

I heartily agree with the idea of the clearing house. There is no question of the necessity of that machinery to determine the degree of mentality of these children, and there is no question about the division of the delinquent from the dependents.

DR. LUCIUS L. BUTTON, Rochester, N. Y.:

In the first place I am very much inclined to favor the plan that they are working on in Ohio. They plan there the establishment of a psychological research institution, and great emphasis is laid on the matter of diagnosis. I think we cannot be too careful in the diagnosis of all these cases. In that institution they plan to have a child examined by a skilled man, by a psychologist, and if necessary by a psychiatrist. He will have an examination by a nose and throat man, or an eye and ear man and for any reason deemed desirable he will be given a Wasserman test.

This will be in all cases of children who come to courts, to determine if there is a deficiency or some other thing. Many of the backward cases appear to be deficient when they are not so. Besides all this work done on the child itself, they have the field worker who goes into the home, goes into the neighborhood, and tries to find out what the environmental factors of this child's history are. They plan to have a commission of about five men, I believe, who will pass by a sort of jury system, upon the thing that is most desirable for the child under consideration. It is a good deal of a task to impose the responsibility of the decision that may change the whole life of that child upon any one man. I think if you can spread it and have experts who are trained in the determination of the actual condition, you are going to help solve the

thing properly and in a great degree. It may be that the child under consideration needs nothing but some charitable help in the family to rehabilitate the family. It needs more food, and what a good cook can give. It may be the child is not feeble, but had adenoids, or perhaps needs eye glasses. If he cannot see well he does not do good work, or it may be that the child has parents who are improper guardians. With some children pleasant society would be used in placing these otherwise good children in a good environment and not necessarily in an institution. It may be that the child should go to an epileptic colony or correctional institution or to some open air school or to some feeble-minded institution, or perhaps be placed in some special class in school. In other words, I believe very greatly in the jury idea of establishing a diagnosis; also in the jury idea of helping to properly determine the right form of treatment to be administered to each child under consideration. It is a great and grave responsibility for any one man to assume knowledge sufficient to settle definitely and satisfactorily all of these conditions involved in the consideration of most of these cases.

I believe that the commitments to institutions should be made in the form like the lunacy commitments. I believe they should be passed upon preferably by some such clinic as I have outlined at the first, not by any one man if you can help it, and that finally that evidence should be submitted to some proper legal body and agree on a commitment and that the commitment should be legal and binding at the will of the State. I do not believe they should be allowed to escape from custodial care at the request of the parents who are so often absolutely unfit to determine whether a child should be kept there, and oftentimes unfit to give the child proper care.

Speaking of the case that was cited by Judge Stephens to-day, without having made a careful examination, judging largely from the questioning of the matter in regard to this girl that was under consideration, it almost seemed to me that the mother was a lower type than the child. The mother told me she could read quite some, but she couldn't read none. The girl could read postal cards, which is not of itself any great evidence of value, but on the whole I judged that the girl was perhaps of greater age men-



tally than the mother. The father was a decidedly neuropathic type; and to leave the child with such parents is unwise and vicious, I think. It is wrong for these people to be able to take a child out of an institution. The child should be placed there by the proper legal authority and stay there so long as it is for the good of the State.

JUDGE GILLET, Magistrate Local Police Court, Rochester, N. Y.:

I am a magistrate of the local police court, and before me in the past years there have been some 7,000 cases. My jurisdiction extends to all misdemeanors and all violations of city ordinances, and we hold for the grand jury in felony cases. I have original jurisdiction in the manner of misdemeanors. I welcome the advent of your commission, and I am very heartily in favor of the purposes for which you are organized. We have a good many cases of sexual perversion brought before us under that section of the Penal Code prohibiting the corruption of the morals of the children. It has occurred to me that when these cases were brought before me that must be due to some mental defection. I am not an alienist or a physiologist. I cannot diagnose these cases. The only thing I can do is to send the defendant to a penitentiary as a deterrent to others. The only way we can determine the mental status of these persons is to send them to the county hospital to be examined by our police officers and a local physician. I imagine the examinations given are only cursory, nothing asked of their family history, and some of the people are sent back as perfectly normal, and some I know, from the knowledge of what they have been doing, cannot be normal. I have jurisdiction of girls and boys from sixteen upwards, between the ages of sixteen and twenty-one. There are many of what seem to me to be feeble-minded girls, they are the victims of men, as a feeble-minded girl will always be in most communities a victim of a certain class of men. We have no adequate or proper place to send these feeble-minded prostitutes. We have one notorious family here who are defectives, where the mother and two or three daughters and two sons all live in one or two rooms, and the brothers and sisters cohabit together. They come to us frequently, and we have no place to send them except to the penitentiary, but there is a class that should be segregated and kept from reproducing themselves.

We have some cases of arson evidently performed by people who are mental defectives.

DR. FRANKLIN W. BOCK, Rochester, N. Y.:

Probably most cases of backwardness are due primarily to some physical defect which makes it impossible for the child to take advantage of the machinery of education which is set before it. Now, the point is, where does backwardness and where does feeble-mindedness begin, and the physical defects of these border-line cases, it seems to me, are very important. Undoubtedly, we have had cases in the schools of Rochester which have been diagnosed by reputable physicians as being feeble-minded, which upon examination and treatment for these physical defects have been made comparatively normal. I think that is the attitude which Dr. Bernstein at Rome takes in the matter. I talked with him several years ago about it, and he told me of a number of cases that had been sent there after competent examination as feeble-minded, which, after treatment there, had been sent home as practically normal. We have had a lot of backward children who have been suffering from physical defects, and especially deafness. Of course, deafness and bad eyes close the port of entry for education, and the child becomes after a few years benumbed and very often seems feeble-minded when it is not.

MISS EMMA CASE, Visiting Teacher of the Public Schools, Rochester, N. Y.:

I have been visiting in the homes of the girls of our public schools that are problems, with the effort to give them as good a training as possible, and to keep them in school. The thing that has been very noticeable is the need of some place for retaining these girls for observation so that we can see whether it is home environment or physical defect or mental. Of the four hundred girls that I have become acquainted with within the last year, fifty, I think, have, through examination, proved to be sub-normal girls. They are largely of the dangerous border-line type, because they are attractive and frequent our moving shows, and are very easily led astray. Three of these girls have had to be placed in institutions because they have already been led astray.

DR. ALLEN, United Social Workers of Rochester, N. Y.:

I think that most of the active workers here that I know anything about, felt that we should have examiners in our courts, and at that time I made a little examination of some of the cases in the police court and in the county court, with the result that they were found to be decidedly feeble-minded. There were two girls of nineteen years of age who were arrested in a raid, and whom we found out left school in the third grade, and who had since gone on from one condition to another. They were each sentenced to six months in a reformatory institution, which was not as we considered an adequate disposal of these cases, and the conclusion was that we needed better examination here, but upon consideration of the question it was found that after we did have the examination we had no place to send them. That was at once the obstacle that we met. The matter was dropped for the time hoping that this commission would take it up eventually.

HON. GEORGE E. JUDGE, of the Children's Court, Buffalo:

I think that all children whose examination shows them to be mentally retarded ought to be sent to a clearing house and placed under observation for a period of time so that it can be finally determined by specialists in this line where the children shall ultimately be sent. Most of our children are of foreign parentage. There are 100,000 Polish people in Buffalo, about 40,000 Italians, about 15,000 Hungarians, numbering these three races of people, one-third of the population of Buffalo. The use of the Binet tests shows many of these Polish children to be retarded, but in my judgment this is largely accounted for by lack of food. Half of these children don't get enough to eat. Another thing is their system of education. They are sent to these Polish parochial schools, and kept there until they are twelve years of age in many cases. In some of these schools very little English is taught, so that the child leaves school terribly handicapped, and is compelled to enter the public school under the compulsory education law, and is placed way down in the second and third grades with babies, large Polish boys and girls. They become discouraged at this condition and remain away from school and are classed truants. They are caught and placed in the truant school. They leave the truant school after a residence of about six weeks, go back to the

same condition, and nobody can compel them to go to school. They find their way into the railroad yards, become car burglars, are sent first to the industrial schools, next to Elmira Reformatory, next to State's Prison and their whole life is spent largely in State's Prison because they were not given a chance in the early part of their lives.

HON. FRANK E. WADE, Member of State Prison Commission and State Probation Commission, Buffalo:

Mr. Cooley, chief probation officer of the county court which has jurisdiction over felonies and major crimes, comes in contact with all the inmates of the Erie county jail and investigates them before sentence is imposed. He estimates that about ten per cent. of his cases are mentally defective. The chief probation officer of the city court through which passes a great flood of cases of inebriety and disorderly conduct and minor crimes, estimates three per cent. of these cases are mentally defective. In the children's court it was estimated that 40 per cent are mentally defective or retarded and that from 15 to 25 per cent are feeble-minded, if there is such a distinction. I think that delay will be had in getting at practical results if too large claims are made as to the number of the delinquents who are mentally defective. The borderline cases certainly ought first to be taken up, and this special work in regard to institutions should be directed to those cases. The mentally defective problem is undoubtedly the great problem, the fundamental problem that is underlying delinquency and poverty, and it must be differentiated, and some conclusion must be arrived at as to what percentage of the mentally defective go into crime as compared with the small per centage that get along all right in their life. There is no doubt that the higher grades of the mentally defective live and die good, respectable people in their life, but there is a class which I have observed in our prisons, that ought not to be there, the borderline cases, and I personally am convinced that this problem ought to be taken up without delay by the State, and a beginning made to establish clearing houses, or at least one clearing house where the cases can be sent for observation, and that there be established an institution for the mentally defective male delinquents, and an institution for the mentally



defective female delinquents. There is no knowledge as to the mentally defective in the State's prisons, but no doubt a very large percentage of the inmates are mentally defective, and some of them look as though they belong to a very low order of mental defectives. I was at Albion, or the Western House of Refuge, a short time ago, and talked with the physician of the institution, and out of 248 inmates it was well known that possibly 200 were mentally defective.

DR. FRANCIS A. DRAKE, Detention Home, Buffalo:

I examined 143 with the Binet tests, and we used some of the other tests, for instance the Knox tests and the Healy tests and tried to conform to the tests. We feel that the Binet tests are not of course perfect along this line because of the fact that the children are older, last year the average was thirteen and a fraction in age, and I think this year about the same. I found of the 143 that only 11 were normal, that only 24 were retarded one to two years; 25 were retarded two to three years; 26 retarded from three to four years; 32 retarded four to five years; 23 retarded from five to six years; one six to seven years retarded; and one seven to eight years retarded. Now I think that as a rule three to four years are mainly considered possible borderline defectives, but taking those retarded from four to five years and upwards, we have 57 cases out of 143 feeble-minded. These 143 cases were much the general run as they came along.

We find the need here of a well established and organized clearing house with plenty of physicians and examiners.

MR. EDWARD J. COOLEY, Chief Probation Officer, Buffalo:

I would say first of all in our courts, including the courts of record in the county and the city courts of the city of Buffalo, we have no mental examinations as to persons arraigned before these courts, and I think one of the first and primary needs of Buffalo in this matter is a clearing house with a properly equipped staff of examiners and physicians to determine the mental capacity and moral responsibility of people arraigned before the courts whom we have reason to suspect are mentally defective.

DR. W. A. McLENNAN, Headworker, Welcome Hall, Buffalo:

In a poor neighborhood like ours we naturally get the class of people who on the economic side are obliged to drift to that part of the city where the rent is the lowest, so that we are in the way of getting that class of people who cannot take care of themselves well. We have some who are not able to care for themselves no matter what their wage might be. I can think now particularly of three families we have had a great deal to do with. One family is now about to be broken up entirely because of the trend of circumstances, not by reason of any particular scientific judgment in the case. I suppose that the charity organization society and ourselves have spent between five and ten thousand dollars on this family. We have had to do with them, for I suppose, for fifteen years. When the family first came to Buffalo the man, who had been in the British army and who had received his pension when he first came to Buffalo, met with misfortune and was robbed. He began to drift right away into a bad economic condition. A daughter was born. That daughter has reached womanhood and she has two children. The old people have been dependent. The daughter is feeble-minded without a doubt, and within a few days she has been sent to the City Hospital. Her two children have been taken from her twice. Her husband left her, by the way. He has not been seen for a number of years. Whether her two children are feeble-minded or not I cannot say. Now the chief trouble we have found is in finding a suitable place in Buffalo where we can accurately determine the feeble-mindedness of children. Now this particular woman, the mother of these two little children, was pronounced by a man for whom I have respect and for his ability, normal. Within a year she was pronounced by another expert abnormal, as having the mentality of a child about ten years of age. When we were about to take her children from her she was pronounced practically normal by a city expert. Now it is possible, I can well understand, for experts to disagree, but it is plainly shown now that the woman certainly is feeble-minded. She will in the course of time become a mother again and probably will be sent to an institution, if there is an institution to receive her. It is my contention, and I think I speak for all our people who work in the neighborhood, that first of all we need some

sort of an institution where there are enough people to pass on these cases, and to take time enough to determine them with as much accuracy as it is possible at the present time. something in the nature, I would say, of a psychopathic institute, such as they have in Chicago, and the one under Dr. Goddard. If it is possible to have such an institution I would say that it should be under State rather than under city control. I am impressed that there is greater need of an institution for feeble-minded adolescents rather than for children, although I will certainly agree there is a great need for an institution for children.

I speak now of another case, that of a small boy, who became the terror of the neighborhood. We could not allow him on the playground. If anybody crossed him he was liable to pick up a rock and kill somebody. He cut one boy's head open with a stone. They couldn't keep him at school. He was sent out to an expert and I guess he is in danger of breaking up the institution. He was a confirmed thief. He had no sense of the wrong of his acts, apparently. Within a minute after he would do one of these things he had forgotten it. An expert examined him, had him under his care for two weeks, and pronounced him the worst boy he ever knew, but not feeble-minded. A year or two after this same expert pronounced him feeble-minded, and after a very great effort he was finally sent to Syracuse because there was no institution nearer. He has not been there very long.

MR. CHARLES H. GOFF, Parole Officer of the State Industrial School for the Eighth Judicial District:

I figure that twenty-five per cent. of the boys that I get on parole in Buffalo are normal, that about sixty per cent. are subnormal, —to what degree I cannot say,—and that fifteen per cent. are absolutely mental deficients, or the moron type. About sixty-five per cent. to seventy-five per cent. of the boys do fairly well. The others fail and have to be sent to some other institution. I get these boys on parole and cannot handle them. I am not successful with them, and they give the institution a bad name. People say we are not reforming these boys. We cannot, there is no reforming in them, they haven't sufficient mentality to appreciate what we are trying to do for them. They are very susceptible to evil in-

fluence. The clearing house idea, it seems to me, is the proper thing.

DR. JAMES W. PUTNAM, Neurologist, Buffalo, N. Y.:

My experience in the last twenty-five years in Buffalo included seeing the feeble-minded rich as well as the feeble-minded of the poor, and I have always been conscious of the fact that we have never had adequate provision here of disposing of them as soon as we find them. I believe in the so-called clearing house, which as I understand it, is a central institution where every suspected case of feeble-mindedness shall be properly examined and card catalogued, as it were, and sent where the patient can be benefited, if possible in physical health, and can be placed where he is not a menace to the community. I do not believe in a city institution which detains them. I believe all these cases should be kept in the country, and that their general care should be out of doors employment.

COMMISSIONER HEBBERD.—I suppose you found, Doctor, that the rich people do not contribute as many of their class to the population as the poor?

DR. PUTNAM.—They are not discovered, but you take a great many mental defectives and their parents' hearts are troubled all the time because of their boys who are forging petty checks and committing all kinds of petty crimes. They are forgers, they are gamblers, they are people who do not keep any position long at a time, but as far as hereditary is concerned, as far as being a menace to the community through any offspring which they may be responsible for, they are just as bad a lot as those who have other parents.

MISS CECIL WIENER, of the Jewish Charities, Buffalo:

It seems to me we might obviate a great deal of misery if the boys and girls have a psychological examination and I think that should be done with the older people who are on probation also. I know that Mr. Cooley's office and our office have been very much concerned about a man who is doing damage, cutting people's heads open, and who is on probation now. We believe that man is not responsible, though experts do not agree. Then we find



also that the girls make a good impression on the judge. They seem bright, well mannered, and the experts sometimes disagree. We have one girl who is to come out of Syracuse next week and the mother insists that she must get married. If we allow that we are absolutely criminal. What good does it do to have these institutions if we cannot keep the people there and the parents are unwilling to do it? We have another case of a woman who was feeble-minded. Never was able to earn a living. She was married to a man, has feeble-minded children, and we have great difficulty in keeping the family apart. That girl is pretty and has a charming complexion and of course could easily attract a husband. She is docile, easily influenced and is willing to do exactly as her husband tells her.

DR. LUCIAN HOWE, Buffalo, N. Y.:

I have been for over thirty odd years connected with the Eye and Ear Hospital, and I was for twenty years connected with the General Hospital, and I have come in contact with a good many of those who are more or less mentally deficient. I simply came in to see what you were doing. In the first place I don't know who are mentally deficient. People send children to an eye institution and we test the vision, and they give rather indefinite answers, and we cannot tell whether that is a question of vision or rather a question of stupidity. Several times questions have arisen, what shall we do with these people; where shall we have this Binet test made? The only doctor or doctors who do that, are busy, and there is no one to pay them for taking that time, and if we had an institution here or near here where we could send such patients to where they would be thoroughly examined or if they were detained some time for study, I do not think it would be too much to say that it would determine whether it was a question for the mental development or whether it would help in establishing a diagnosis which we could not establish otherwise. When there are a lot of people waiting there you cannot take a whole afternoon for the thorough examination of a child. Now there is another phase that is of importance. I have special reference to the cases of young girls who come in with examples of specific diseases and these girls should have proper attention and proper care, and it

does not require very much acumen to see that they are a little flighty, that they are not exactly well balanced, that they are of the hysterical class, and it would be a good deal better to have a place where they could be not only cared for but where a diagnosis could be made as to their mental condition.

MISS CHASE, teacher of Psychology, Buffalo Normal School:

There came to me one night about half past ten a woman, not long ago, and she said: "Miss Chase, I could not go to sleep to-night, I have not been able to go to sleep for a number of nights, and I just thought of you and I brought my child," and there at that hour of the night this woman had a young lad, and at once one saw what it was. She told me the story. The child was a misfit, and she says no one will take him, and I could not find the place, the place is not here for him.

There was a telephone one morning saying, "Miss Chase, there is a big boy here, he is fourteen years old and he is to be whipped today, will you come?" And I went to the school. The fourteen year old boy, near the borderline of fifteen, was in the third grade, and he was called a naughty boy, a bad boy. For nine years he had been in school. He was in the third grade, and I said, "Does this boy belong in the third grade?" No, he does not. He cannot do first grade work. There is the problem." There was then no place for him. The boy was not the school type of boy. He was a boy that should have been in an institution.

MRS. BRYANT GLENNY, Buffalo, N. Y.:

The apparent and obvious cases are handled more easily, but the borderline cases have become quite a serious handicap, it seems to me, in the efficient administration of schools. The backward children when they are not discovered or known, not only take the time of the teacher, but they actually hold back the other children, and the abnormal reactions I consider of great ethical importance as being distinctly disadvantageous to the normal child.

In many states the vocational classes in the schools have become a dumping ground for children who could not be interested in any other way in education. The handicap should not be laid upon vocational education in this country by having forced upon

these classes defectives, even borderline cases. That at once shows the inefficiency of the present method of dealing with those cases. It seems to me that if a laboratory could be established here it could help the public school system very much indeed.

DR. FRANKLIN W. BARROWS, Buffalo, N. Y.:

We need the clearing house that has been spoken of several times here, and if I were consulted in the matter, one central clearing house which could furnish service for all the agencies in the city that require this kind of work in mental hygiene. I would have there expert examiners in psychology and in medicine and in the various branches of medicine especially to deal with the neurotic and the neuropathic types, and I would have social workers, preferably trained nurses, who could visit the homes, make investigations and reports concerning hygiene and heredity, and the various factors that affect this question. We could also have records which could be available for all those engaged in social work and which might help or might rather prevent the usual duplication of visiting work and the records generally. We find even with our small opportunities here in Buffalo, small facilities, we find sometimes three or four agencies interested in the same family, in the same case, and agents from different organizations going to visit the case, looking up their conditions and reporting them. If this work were better systemized by central agencies some of these people could be going somewheres else and getting information which would be more valuable to the community.

I think this clearing house should also have connected with it a home where children and other people could be detained temporarily for a short time, not as people dangerous to the community, not as criminals, but merely as patients under observation and awaiting a diagnosis. I would have this home so managed that it would be comfortable and pleasant and every facility would be offered there for study of cases that are difficult to classify. I think we ought to find the geniuses that Dr. Fronczak has spoken of this afternoon and we ought to study carefully and particularly the borderline cases who may be mentally defective, may possibly be insane, in the early stages of dementia praecox, or some other kind of insanity, or may possibly be normal people who have not had the opportunity. It takes more than half an hour to decide

whether a child is mentally defective or normal, and one of our best authorities in this country has said he likes to take two years sometimes. We have not been working at this thing for two years in Buffalo so we have not spent that much time in diagnosing any of these cases.

There should be a special provision in the clearing house for handling the school house proposition and handling it expeditiously. I think this clearing house should also arrange to make examinations of all cases in the State, because there is no reason why they should be separated.

DR. ROSS B. NARIN, BUFFALO, N. Y.:

I do not want to take up very much of your time. From a selfish motive I would like very much to see the establishment of a clearing house, because I think it would relieve me of a great deal of work that I now have to do. My psychopathic department might be called a clearing house although sometimes when I am discouraged I call it a dumping ground. I get a great many feeble-minded cases sent there, as also insane cases. They are so bad that people think they are insane and they come not only from the courts but from private life and in nearly all cases my hands are tied completely. They have to go back to the judge and stand trial or be disposed of in some other way although in my opinion they are not fully responsible. They are semi-responsible people, though legally they are responsible. Almost every day, probably not quite as often as that, some body brings me a feeble-minded person and wishes them sent away, wishes them sent to a state hospital, and when I tell them I cannot send them there and they want to know what can be done, and I tell them the only place they may be sent is a feeble-minded institution. And when they ask me where that is they object right away in most instances on the ground they want to visit them, and outside of that it generally takes a year or two before they can get into a feeble-minded institution on account of the long waiting lists.

MISS JANE NYE, Assistant at the City Truant School:

I believe in a clearing house. I think our school, that is the truant school, the juvenile court cases, should be taken to this clearing house. I think we need to exercise great judgment and great



study and give a great deal of time to separating the children who are simply retarded from those who are hopelessly deficient. We find at our school the children respond to treatment, medical treatment—in many cases surgical treatment—and we make it a point especially to see that they are well nourished and have plenty of sleep. Many of our children come from homes where the parents are ignorant and intemperate and the child has never known anything of the regular habits of life. I think there can be no question in the minds of those who have had many years of experience in custodial institutions but that children do respond to medical and surgical treatment.

MR. WILLIAM WILEY, Chief Probation Officer of the City Court:

I should say that not more than three per cent. of the probationers we receive are mentally defective. That may seem rather low but I am not in a position to give exact figures. I know I was asked by Commissioner Wade of the State Probation Commission yesterday and I told him three per cent., and he thought it was rather small and I talked with other probation officers on my staff and they all seemed to think three per cent.

DR. C. EDWARD JONES, Superintendent of Schools, Albany, N. Y.:

All children must pass through the department of education. The compulsory education law compels us to take all of our children. It is the only medium where all the children come and I have felt for that reason a clearing house could be established in connection with the State Education Department with less radical change than it could anywhere else. Children are under its jurisdiction when they are four years of age. They are compelled to be in school when they are seven. With our health inspection law we would reach every child four years of age or over. We take care of them at four and our school age is compulsory to sixteen. Of course we have children up to about twenty, and it would take care of that class. Now, of course, so far as sectarian schools are concerned the public education law holds the authority of those schools responsible for the attendance of those children. They have to keep them in school somewhere the same as though they were in our public schools. In other words if a child is out of school we must force him into the paro-

chial school or into the public school. If we discover that he is a delinquent or feeble-minded then we have the opportunity of bringing him to the clearing house or testing him. It seems to me we can reach more lines of delinquents and defectives through the present machinery of the school system than we could through anything else that is now organized. Taking into consideration the fact that we have at present a health protection law that takes care of all children in the public school and that practically is the span from four to eighteen years of age. The number of sub-normal cases we would reach beyond the age of eighteen would be very few and you would have practically none that are sub-normal under four.

In the country our school system is practically on the same line now as it is in the city. There is your county superintendent, who holds the same relation to the district schools that the city superintendent does, and then there is the compulsory attendance officer, whose duties are the same as they are here, and there is your health director, so that really the system is very little different, and there is a school law permitting children to enter at four and the compulsory education law that compels them to be in school until sixteen.

It would seem to me, Commissioner, that with the present health law for medical inspection and health direction with a chief now appointed in this State, that that would come directly as a part of his work and that any medical inspector or health director, whatever you may call him, should be not only able to direct the physical welfare, but he should be trained also to direct an examination of this kind in order to know the child's physiological age, and carry on that kind of a test; that is that the State itself ought to undertake to do that work for the locality. In other words I should say that the State should add to its responsibility of health direction, which it takes on now, that of directing and caring for these mental deficient. My impression is that it could be done better through the school administration and more effectively than in any other way. To attend to those above school age, you would simply increase the powers of the school authorities to that extent, just as you have in the last year increased the authority of schools to the extent of holding the school authorities absolutely

responsible for children's health. The superintendent of schools is compelled by law to buy glasses for children if the parents do not.

DR. HORTENSE V. BRUCE, Superintendent State Training School for Girls, Hudson, N. Y.:

We have been looking over the number that we have actually had tested with the Binet test besides our own observations and since December 1, 1911, up to October 1914, 274 girls have been particularly examined as to their mentality. They were either selected because they were troublesome or those we thought showed mental deficiency. Forty-seven according to those tests were pronounced normal. The 274 were selected from about 590 girls. Forty-seven have been accepted and placed in custodial asylums and other institutions. We returned to the counties as mentally incapable of being substantially benefited by the training and discipline of the school, according to law, thirty-seven, and thirty-four more were returned to their own homes as probably the best place in which we could get custodial care for them. There are still in the school seventy-five out of this number that have been tested and the board has not yet decided what disposition to make of them. Some are being kept there for further study and some until satisfactory arrangements can be made for their care elsewhere. Fourteen of the number we have had tested twice. Those discharged make 20 per cent.

MR. CHARLES L. CHUTE, Secretary State Probation Commission, Capitol, Albany, N. Y.:

I think every person who comes before our criminal courts ought to have some sort of an examination. The adults ought to be studied and examined as well as the children. The main thing is to get a competent bureau or officer or clearing house. In the New York children's courts the children that the probation officers or the judge consider something wrong with are sent to the clearing house to be examined. Now in 1913 there were only 3 per cent. that appeared in the New York children's courts sent to the clearing house to be examined. The rest the probation officers put down in their reports as being apparently normal. I am sure from a study of this ques-

tion in other cities that a great deal larger proportion than that is mentally deficient, and that any examination would disclose that. The estimates in other places vary from ten to sixty per cent. Buffalo and Syracuse have detention homes, maintained by the cities, where the children are held pending trial or investigation. In both of these cities there is a physician from the city bureau of health who goes to the detention home every day and examines all the children. So far they have not given them all mental examinations. There the system is close to the work of the courts, closer than in New York City, where the problem is so great they have not been able to cover it, but I understand in the new children's court in Manhattan they are to have a physician in the court. I think that could be co-ordinated with a central clearing house plan, having a representative of the clearing house in the court.



### g. Need of Better Training and Supervision of High Grade Defectives in Public Schools and in the Community

The Commission finds that many of the high grade mentally defective must be trained in the public schools and must then be given what has been called "the test of liberty," under the best conditions possible. There are altogether too many of this class for them to be treated in any other way. Then, having been given this opportunity, the State can be expected to intervene only when they become dependent or delinquent, as very many of them in fact do. How many of them are likely to become so no one can tell even approximately. In the opinion of the Commission, the facilities for the vocational training of the mentally defective pupils of the public schools, as well as for the training of other pupils specially requiring such training, should be greatly improved and extended and there should be a better system of supervision than at present exists, over the mentally deficient pupils.

DR. CHAS. B. DAVENPORT.—The feeble-minded certainly must be taken care of and educated, so far as they can be educated. It appears they cannot be educated by the means ordinarily employed, that they can only be educated in a manual way; and it would seem desirable to afford those who can profit by manual education such training. Those who cannot profit by such training should certainly be placed under custodial care and given such occupation as they can do. There is hardly any imbecile who can not do anything if only to wield a mattock.

COMMISSIONER HEBBERD.—Would you feel, from your knowledge, that there was much hope of educating either the idiot or the imbecile in the public school so as to make him useful in life in society generally?

DR. DAVENPORT.—I think it is generally agreed that such persons can not be made suitable members of society through the training given in public schools.

MR. HOWARD BRADSTREET.—A typical case, which I think is typical and worthy of your consideration is this: A boy of seven or eight who associates with his companions as a normal boy

reports that his teacher said that he had better leave school. I visited the teacher and she said, "He can learn no more." "What would you advise my doing?" She had not thought about that. I asked if she would please think about it and let us have the benefit of her advice. She did think about it for two or three days and then suggested that some form of lettering was very profitable and that people were able to earn as much as three thousand a year at Macy's for that kind of work. I thanked her for her interest and took the boy to see Dr. L. Pierce Clark, who told me he was an interesting cross between a defective child and a defective school education. I reported the case to Miss Farrell and had him placed in an ungraded class in the public school. Now the exact point about that is that in the first place the boy passed among his associates as normal; in the second place he was not recognized by the school authorities; and in the next place he has developed more since being placed in an ungraded class, and that gives rise to several points which I know this commission will pass upon.

It seems to me that the duty of the school is chiefly with that class of boy. There is the boy who is needed home for financial support; it is possible for him to earn some money and he is needed at home and it would be a very serious question whether it is advisable to segregate the boy in an institution. The differentiating of that type of high grade boy from the lower grade is a matter of extreme importance, according to my observation, and I should say that is one of the cases where the school work falls down; that more attention is given to the obvious cases than to those that are on the border line, those that are less adapted to and benefited by school curriculum; they are the ones who are the last to receive that benefit.

I certainly have seen a number of boys in the schools that in my judgment do not belong there and cannot profit by even a modified curriculum. They have no place in the public schools. As far as the relation of the school to the industrial side of it it seems to me a very desirable piece of work in developing shop

work in which the boys may receive pay after instruction, possibly under the auspices of the board of education, like a trade school, a modified form of trade school. There are hopes in that line. I think the brush work at No. 12 public school is admirable. I think the farm work of Public School No. 4 in the Bronx is also admirable, and the caning and basketry work at Public School No. 12 is also admirable.

The work of the public schools is experimental and it is very far from the time to say whether it is successful or not. But when a piece of work is in an experimental stage that is the very last time to handicap it by lack of funds, and the failure of the board of estimate to give a proper supply of money for this coming year seems to me must handicap the movement unfortunately. I would say that it is most unfortunate, for it makes it more difficult to find out the exact state of affairs.

COMMISSIONER HEBBERD.—In what particular way, that is, for what particular purposes, has the board of estimate this year failed to give moneys which, in your judgment, might wisely have been given?

MR. BRADSTREET.—It was in connection with the supplies. There also comes the question, Commissioner. For two years at Public School No. 12 we waited for an improvement in the situation, but it did not come. We were told it was necessary to wait for a larger budget appropriation and larger staff and facilities for handling the work. The time came when the announcement was made that the requests that had been made were granted. Then we assumed that the requests we made in the public schools would be granted, and finding them not granted it was learned, very much to my astonishment, that a request had been made for two assistants when forty were necessary: that for reasons of expediency the request had been one which they felt would be granted, rather than a request on the merits and needs of the work, creating the impression that when the two assistants were granted that was the need of the work. Therefore, the conclusion is inevitable that the work, so far as successfully carrying it out in the public schools is concerned, has never been adequately formulated, and, therefore, it seems to the members of the committee,

of which I am a member, that it is extremely desirable that some features of the work be carried on in the city that you are contemplating for Westchester county, that is, a certain district should be set aside for a complete survey, and an attempt made to solve the difficulty presented. We do not know the conditions of the city and can't find them out under the present appropriation made. I hope that matter will be brought out clearly by others more competent to speak upon it, and that it will be seriously taken up by your commission.

MRS. M. C. FORD, Secretary to the Committee on Education of the Board of Estimate and Apportionment:

The attitude of the committee towards the work of instructing ungraded pupils in the schools is that the work should be carried forward. Provision was made in the budget for the coming year for what we call existing conditions, including, as I recall it, a vacancy in one of the assistant supervisorships and the vacancies in the regular positions, of which about fifty were provided for. The estimate of the Department of Education for 1915, as originally printed, was subsequently revised, and in the course of that revision certain very substantial reductions were made in some items, especially the item for ungraded work.

COMMISSIONER HEBBERD.—By the Board of Education, itself, you mean?

MRS. FORD.—By the Board of Education itself, and subsequently after the official budget had been passed upon by the budget committee of the Board of Estimate and Apportionment at the last meeting on October 30th, there was a request from the board of education to reinstate certain items for supplies and equipment which they themselves had withdrawn.

The request came in on October 30th, as I say, after the figures had finally been made up, and was denied by the board of estimate and apportionment in full session, that is, the full board being present, His Honor, the Mayor, making the statement, as the record shows, that while he was in sympathy with this work, he would not at that time favor increasing the total appropriation, but that he would approve any readjustment of these particular



items as the Board of Education might see fit to make, or might ask the Board of Estimate and Apportionment to make.

I would say that the appropriation for this great work in the public school system was quite as generous as that made for other lines of work. Of course, in that connection there are certain very serious questions which come up, and one is a question which has been raised here this afternoon, and that is just how far the so-called defective children should be cared for in the public schools, and how far they should be provided for in private institutions. I, myself, raised that question last June, especially with Miss Farrell, when we were considering the matter of the estimate which she proposed to submit this year. I stated to her at that time that I had come to be very firmly convinced myself that some of the so-called defective children that are now being cared for in the public schools should be cared for in the private institutions where they would have not only instruction but parental care, such as, for instance, we give in our parental schools. And I feel sure that the board of estimate and apportionment, as evidenced by the results of the school inquiry, and this was one of the particular matters that was investigated, has never been fully convinced that it had adequate scientific facts at its command to determine accurately and scientifically just what appropriations for this particular feature of the work might be justified from time to time. You will appreciate of course that it is not an easy thing to pile up, with our growing school appropriations, large sums of money for a division of work which is still so largely in an experimental stage. For instance, I might say that I, personally, came this afternoon more in the frame of mind of searching for a light and guidance and direction rather than for the purpose of giving information.

We are not fully satisfied that a scientific method is employed at every point in the public school system of the city in the matter of making a determination as to whether or not a given child is a defective or not. Of course, it is fundamentally important before we make appropriation for so-called defective children that we be sure on that point, that the children so selected are selected by scientific methods, and that the provision requested is for only such children as should be included in these classes.

MISS JANE SHAW, Teacher of Ungraded Boys, Public School No. 12, Manhattan.

COMMISSIONER HEBBERD.—What has been your experience, your observations, of the boys after they have graduated, so to speak, from your school?

MISS SHAW.—It has been varied. In some places I have been able to place boys under people who are very much interested in them; when they have been under careful supervision they have done well. When they have gone out into general work where people were not interested in them they are constantly losing their jobs and coming back to see if others can be obtained. But almost all of them who are placed under people who will take an interest in them—and a good many of them have been placed in such positions—they make good, but the sad part of it is that they start out at a small wage and undoubtedly by the time they are twenty they are getting as much as they will ever earn—no advance.

COMMISSIONER HEBBERD.—How much will they earn on the average?

MISS SHAW.—I have a boy who has been away from me for five years. He is earning \$8.50 a week. He is in an electric bell manufacturing place, in some department where it requires very little brain work.

COMMISSIONER HEBBERD.—Have any of them, to your knowledge, after leaving school, been sent to custodial institutions?

MISS SHAW.—I am sorry to say that I have several of them in Elmira to-day. I will tell you a case I had several years ago, of one of my boys, rather a low grade boy, who went into a saloon on the East Side and bought some whiskey. He was picked up some time after by the Gouverneur Hospital ambulance and the next morning was in the police court. The judge could not believe it possible that a boy in New York City could secure whiskey in that way and he thought the boy was protecting some one else, not knowing the mentality of the boy. I took an interest in the case, and went with him that afternoon to the neighborhood of a certain saloon and gave him ten cents and sent him into the saloon to get some more whiskey, and he came out bringing a pint bottle of whiskey which proved to be wood alcohol, a good share

of it, and he told me a good many boys smaller than he went in there, and that often the boys had parties.

The boy I have in mind that has been the best of all has been in one place three years and is still there. He is one of the slow, easy-going kind, has not a quick temper and is willing to plod along. A boy who left me last year has gone into a tailor shop, been out a year and a half, going on two years, and this is under his father's supervision, so that he is still in that place.

COMMISSIONER DUNPHY.—Do you know what place it is that the boy has been employed for three years?

MISS SHAW.—Yes (and she gave the address of an enameling place). The boy was with me on Sunday and he told me that he had been ill and that they were afraid that he was going to have typhoid fever, and that the people had sent again and again to see him while he was sick and I think that they had paid his wages during that time. I think it is an unusual thing. I might say right here—it might be of interest to you to know—that this boy who had been taught in the ungraded class and who was just able to read a little and do very simple arithmetic—just little things he might need, making change—this boy went into this place and a boy who had graduated from my sister's class in one of the public schools, had been in the place two years before my boy went in. He had had no hand training in his school, no shop work, and my boy at first did piece work and after he had been there a little while he was earning more than the boy who had graduated, so I think it shows that really the hand work is an advantage when the boy goes out into life. Of course we have to consider this, that the other boy will probably make more as he goes on, having a better education.

DR. SIMON HIRDANSKY, Principal of Public School No. 4, Bronx:

The teachers of ungraded classes seemed to feel that they ought to train the children to earn a living, and to center the rest of their work around that central theme. They had tried in that school basket weaving and reed work and we had some very fine specimens. Then they started having shawl weaving and we have had some very fine specimens, some shawls that we could sell at a great commercial value. The president of one institution in

that neighborhood has undertaken to buy all that the children can turn out.

The proposition came up in this way: The teachers were trying to raise some funds from their friends in an effort to teach the older children the printing trade and through their friends they raised the sum of \$325 or \$350 and then the inevitable question arose, is it worth while to undertake at this stage to train those children in any trade where they will have the competition of normal-minded people. That is what made us give up the printing undertaking, because we felt that even after we trained them and got them to a stage where they could do something in that work, they would have to go out in an open market in an overcrowded trade and compete against people who are normal-minded. That ruled out practically every undertaking and it was then that we thought of taking up farming, truck farming, as an experiment for the reason that it is not an overcrowded trade and it would get those boys away from the city. The experiment was undertaken on Hunter's Island and not only showed possibilities for the ungraded children, but showed great possibilities for anaemic children who should be in the open air. It also showed a very economic way by which the city could utilize a lot of park space in the overcrowded regions, by devoting it to such usage.

MISS JENNIE M. WHITELAW, Teacher of Special Class of High Grade Girls in Public School No. 3, Manhattan, on Christopher street:

With these girls I am trying to teach as many as possible what their contemporaries are studying. Many of those things they cannot use to advantage, but while we permit them to remain in the school, we should make them feel that they are doing the work of other girls of their own age, but I lay more stress upon the things they can use, reading and practical number work, and, as I say, half of the time we give to manual work, dressmaking and weaving. We have tried to work up with them—two or three of those girls can make a living in that way. Through friends I could furnish them with looms and that is work that is always attainable and does not take as high a degree of intelligence as some other forms of work. All of the girls are taught



to make their own clothing, taught housekeeping, cooking — we get our own school lunches there and that gives a little practice — and they have had thorough training in housekeeping and home-making, so that even if they cannot make their own living out of doors they can be more valuable in their own homes.

MISS SELMA HASKELL, Special Class Teacher, N. Y. City:

I think I had a little experience that might interest you. I was very anxious the first summer when the vacation came along to do something for these children during the summer, not to have them on the street, have them in danger or possibly endangered by them. So I made all possible effort to get them to the country somewhere. I finally succeeded in getting an appropriation of a thousand dollars from a foundation in the city, and the Children's Aid Society became guardian for the children and trustee of the money, and put them out at Coney Island at the Health Home, all those whose parents would permit them to go. I think that that experience helped in getting one case to Randall's Island, because the mother found she could get along very nicely without her defective child and that her defective child could get along without her, and the little family would be better off without this imbecile around. Subsequently I got the child into the institution, I was in hopes that such an experience would help in getting such children into institutions a great deal easier.

MISS HELEN M. HAMILTON, For Thirteen Years a Teacher In New York, Supervisor of Special Classes, Jersey City:

We have a stove pipe manufacturing place in Jersey City, and one of the special class children, who had been an inmate of our reform school and came back to us was at such an age that we felt he ought to be put to work. He was developing and it was necessary for him, so we went to the manager of the stove pipe factory and he took this child,—that was only about three months ago and we have had no complaints. Last summer I placed a boy on a farm and have heard nothing from him since so I know he is still there. We placed some children in a cigar factory. We have a very high class cigar factory in which they employ 450 people and of that 450 I can put in 10 fairly low

grade people. I can also put in 10 fairly high grade people, and for the rest they will take any number of children that I send them. I put one girl in a lace factory and she has done fairly well. The boys start from \$2.50 to \$3.50 a week and earn as high as \$7, \$8 and \$9. I have one boy who has been in a lumber yard for 2½ years and he is still there. They don't complain of him.

MRS. EDWARD C. BODMAN, Chairman of the Advisory Committee of the School of Pedagogy, New York University:

We opened this year a department in the New York University with twenty-eight courses, and have an enrollment of 160. Most of these teachers are doing work in the special classes, so that they cannot take more than one to three courses.

The faculty was agreed that if we are to do efficient work or turn out efficient teachers we must have the methods for special defective teaching built on principles of education and on psychology and physiology and medical clinic. We feel as we go deeper and as we see the needs of the teacher more that they need a good deal of medical education, etc.

COMMISSIONER HEBBERD.—So that you feel, I take it, that these pupils must have to a very large extent industrial training, examination as to their physical condition, and also supervision in their homes so as to learn as much as possible about their environment and to what extent that influences their mentality.

MRS. BODMAN.—Yes, that is very distinctly brought out.

DR. WALTER E. FERNALD, Superintendent, Massachusetts State School For the Feeble-Minded, Waverly, Mass.:

COMMISSIONER HEBBERD.—What training would you suggest for the feeble-minded, say in connection with the schools?

DR. FERNALD.—Largely vocational and industrial, largely along the direction of economic efficiency, not only for the sake of the economic gain but because I believe that sort of training is more effective than any other, and in developing the power of inhibition and self-denial. We find that the boy or girl who while with us have become economically efficient and who have developed occupational skill and reliability are those who do best in the community or at home.

MISS ELIZABETH E. FARRELL, Inspector Ungraded Classes, Department of Education, City of New York:

In 1900 upon the opening of a new school building in lower Manhattan, it was found possible to segregate in one class children who for one reason or another did not fit into the regular grades. A study of this group revealed the fact that in almost every case these misfits had a physical basis for their condition epilepsy, infantile paralysis, tuberculosis of the joints, circulatory disturbances, as well as defects in sense organs, were among the pathological conditions determined by expert medical examinations. Along with these physical defects was found in each case a mental condition varying from imbecility at one end of the scale to the borderline case at the other. The seven years immediately following 1900 saw the organization of fourteen similar classes in schools, the principals of which were interested in this particular problem. In 1906 the board of education established a new department known as the department of ungraded classes. An inspector of ungraded classes and a physician, a specialist in nervous diseases, were appointed. By-laws outlining the duties and powers of the new department were adopted by the board of education. The administrative staff has since increased by the appointment of a physician, a substitute physician, an assistant inspector of ungraded classes, two stenographers, one typewriting copyist and one filing clerk. An additional inspector has been nominated by the board of superintendents and final action by the board of education is awaited. From 1906 to the present date ungraded classes have been organized and maintained as conditions permitted in connection with various public schools. To-day there are 201 ungraded classes with upwards of three thousand children on register.

As well as the children referred by school principals, large numbers of children are reported by the bureau of school attendance. These latter are children kept at home by their parents because of alleged mental deficiency. Since the compulsory school attendance law operates on all children between the ages of five and eighteen years, we have found it possible to control a group of children heretofore neglected. In one year 1100 cases were referred by this bureau to the department of ungraded classes for examination.

Examinations are conducted in one of the two stationary clinics or in one of the traveling clinics maintained by the board of education. During November, 1914, thirty-two such traveling clinics were held throughout the city. We find it necessary to have the various teachers who have known the child over a long period of time in the classroom and on the playground make their contribution to an understanding of the case. This is possible when the examination is made in the school. It is true also that parents come more readily to the school than to the central clinics. This is natural. Their habit is to visit the school, to consult board of health physician and nurse, to attend parents' meetings, etc. The child himself is more natural in his own environment than in a strange one. In order that the school life of the child may not be wasted it is essential that the facilities for expert service and understanding be made available for the child in his own neighborhood.

The examination of children so proposed includes a physical, neurological, psychological and pedagogical examination. The results of these examinations, together with a consideration of other material available, furnish the data upon which a diagnosis is made.

Children who need special educational care and treatment because of marked backwardness are segregated in ungraded classes.

An effort has been made to determine the results of ungraded class work on the lives of children after they leave school at the age of sixteen. One hundred and twenty-four children were followed. It was found that 54 per cent. of them were working for wages; 25 per cent. are cared for at home; 8 per cent. are in institutions; 2 per cent. had died; 5 per cent. have been arrested. The full discussion of this is found in the 16th Annual Report of the City Superintendent of Schools. This study is mentioned here not because we feel it is conclusive, but because it offers a field for investigation very much worth while.

Teachers for ungraded classes are selected by examination directed by the board of examiners of the department of education. To be eligible for such an examination a teacher must present evidence of three years' experience in teaching. The examination has four parts — (1) written; (2) oral; (3) practical tests; (4) classroom teaching.



COMMISSIONER HEBBERD.—Now, Miss Farrell, have you the statistics showing the grades of mental defect in that number of scholars?

MISS FARRELL.—I could not say in percentages, except approximate. The large proportion are improvable and high-grade cases.

COMMISSIONER HEBBERD.—And to what extent what is called the imbecile class?

MISS FARRELL.—Some, but few.

COMMISSIONER HEBBERD.—Have you any idea of about how many?

MISS FARRELL.—No, I could not speak offhand.

COMMISSIONER HEBBERD.—Any idiots?

MISS FARRELL.—None, if you abide by the definition of an idiot of the Royal English Commission?

COMMISSIONER HEBBERD.—Yes?

MISS FARRELL.—Then we have no idiots.

COMMISSIONER HEBBERD.—Now, Miss Farrell, have you any work of the vocational kind for these children in the ungraded classes?

MISS FARRELL.—It is being developed.

COMMISSIONER HEBBERD.—You would think well of having that developed?

MISS FARRELL.—For older high grade boys and girls.

COMMISSIONER HEBBERD.—How about the girls?

MISS FARRELL.—Older high grade boys and girls, but only high-grade children.

DR. BALLIET, Dean of the New York School of Pedagogy, New York City:

I should think the public schools ought to take care only of the highest grades of the feeble-minded, and then there is the class just on the border line of backward children. They should have special care and then go back to the grades, but the feeble-minded never can go back to the grades.

If one organization decides who is feeble-minded and it provides for the medical care and supervision, and another takes care of the education, there are likely to be slips, and that makes it a highly differentiated thing that may ultimately lack unity, and

that is a very sore point here in New York City as to where they should go. My feeling has been that if the board of education would take measures to have thoroughly competent medical authorities to settle these questions, it would make more for unity and effectiveness, if the board of education had pretty broad powers in dealing with these educable cases of feeble-mindedness. I am now assuming that they have just as high medical authorities to decide purely medical questions as could be got anywhere else.

Our public school systems, of course, have to be adapted for the majority of children, the average, those a little above and a little below, but for the special type of education that is impossible. Now, we say we know just the school that will bring out whatever is in your child, and if that frame of mind were assumed and if our attack were made on the parents themselves, on the ground we were sending them to a place, not for the purpose of incarceration, not for the purpose of restraint, but for the purpose of education, I think we would get a great deal more support than we do under our present system of education.

Now, if there can be a spring of hope put in the breasts of these parents they are far more willing to bring them out of the back rooms and give them the opportunity to receive whatever germ of education is available.

COMMISSIONER HEBBERD.—I am wondering whether it might not be better to have for the high-grade cases a separate institution.

DR. WILE.—I quite agree with you that the hopeless types, that is the low-grade imbecile and idiot, might better be put in an institution by themselves, from an educational standpoint, laying aside all medical consideration. The high-grade imbecile and the moron with special tendencies in certain lines have not lost their powers of imitation and will tend to undermine their own mentality by close contact with the lower grade.

I feel that we ought to give the greatest amount of attention from the standpoint of expenditure of public moneys to the redeemable types of mental defectives as opposed to those whose condition at present at least is irremediable, and for that reason I think we need two entirely different types of institutions.

I have seen some high-grade imbeciles and occasionally do run across a low-grade imbecile in the New York special classes, but have seen no idiots.

DR. CHARLES BERNSTEIN, Superintendent Rome State Custodial Asylum:

We have come to the conclusion that about the only thing that education can do for them is to make machines out of them, make them able to do work along certain lines and make them as far as possible self-supporting in the institutions where they are cared for, and very few of them can ever go outside and be self-sustaining because nobody outside is willing to devote the time to them to keep them from getting into trouble.

MISS MARY ALICE MURPHY, Teacher of Ungraded Class, New York City:

These children should have special care and be taught as much industrial work as possible to make them self-sustaining. We have in the class the work of caning chairs, the boys do that, and making baskets and sewing, the girls sew, and we hope to have an equipment of tools for the boys so that they can do bench work.

MISS EDITH A. SCOTT, Director of Special Classes in Education Rochester, N. Y.:

As children are found to be retarded in their grades, they are examined by the Binet test, and according to the judgment of Miss McGuire, who does our testing upon the basis of weakness of recollection and the type of questions that is answered and the method of answering, the children according to her judgment are placed in special grades. We have in all now about 450 children in the city of Rochester in these special grades. Our aim in that work is in so far as possible classification so that children of the same mental ages work together. That naturally divides itself into three groups, the primary classes of which we have now eighteen and the industrial classes and boys' industrial and girls' industrial. We have nine boys' industrial classes and five girls' industrial classes. Our registration for those classes is about fifteen. In the industrial classes it is fifteen and from fifteen to twenty, but almost always fifteen. Of course we feel here in Rochester that our obligation to the mentally deficient children is that they shall be trained for a vocation. We feel that inasmuch as he has not the mentality which the State presupposes a child must have in order to be educated that the only thing that we can

do for him is to train him, and we very much hope that in the years to come, within the next three or four years, we will be able to conscientiously show that we have met our obligations to these children, and as they come out at sixteen instead of going out without any definite aim in life, without definite place where they shall work, we will have the necessary machinery to not only fit the child to the vocation and the vocation to the child, but that we shall find a place for him and keep him there, and we hope to be able to know two years after he leaves the school, when he is eighteen or nineteen years old, where he has been and how long he has stayed at his work, and whether he is able to contribute to society and be self-sustaining, or whether he is not, and if he is not we hope that the State will provide sufficient institutions so that he may be taken care of. In the meantime we would like very much to have the State contribute to the education or the training of these children. Last year the city of Rochester expended about sixty-seven dollars per capita upon the education of the children. The State itself provides practically nothing, as I understand it, and the normal child in the city of Rochester costs about twenty-seven dollars, so that it is a pretty expensive process, this finding of the mentally deficient, and keeping them in school and at something until they are sixteen years old. We would like very much to have the State provide at least partly for the education of the children or the training of them better, and then we would like the State to provide for institutions so that when it is decided that the child is not capable to go to school and do school work and he has not the proper home, that he can be placed properly in an institution. We feel that as they have in Columbus, Ohio, it would be well for us in New York State to have a commission that shall take, not only of the mentally deficient child, but generally the child who might be called the misfit child; that would, I imagine, be a forerunner of the clearing house of which you spoke. We have about 30,000 in the public schools of Rochester. About 450 in the ungraded classes. At present we haven't in all those classes all we should have. We hope within the next month to have about four or five other classes, possibly five. This would mean about sixty or seventy-five pupils. That will give us just about our correct percentage — 2 per cent. The work has been carried on eight years.



I think there is no question but that the public school is the natural place for the children to be educated, the mentally defective children to be educated to maturity. After that I feel that the child is distinctly a State problem. I mean I do not know what the State would do with them, but I feel that the public school should care for them to that point but not beyond. This would mean the high-grade child, probably with the mental age of six plus.

MISS MCGUIRE, Teacher Ungraded Class, Rochester, N. Y.:

I saw a case today of a boy who has been in one of our special classes. He has been placed out on a farm. He has been here since before Christmas. He is just running around the streets and getting in bad society. He will be a failure. I do not see how he can make good. I have just come from the juvenile court and saw another girl who is distinctly feeble-minded. They are going to send her away today. She has made a failure of it.

MR. HERBERT N. CASTLEMAN, President of Board of Education, Rochester, N. Y.:

I have thought for a long while there should be some State support of the teachers engaged in this work. The money appropriated by the municipality is purely for education and it is appropriated in most cities on a per capita basis. Now if the subnormal child receives twice as much money as the normal child, it seems the cheapest way for the State to handle any of these problems, that is, to pay a proportion of the salaries of the teachers who have charge of subnormal children.

DR. LUCIUS L. BUTTON, Rochester, N. Y.:

I have no objections to special classes in public schools for a properly selected group of cases. When they are there, if they can get home care, and if they are teachable, and if they are controllable, and if there is not a problem of discipline involved, I think it is a nice thing to leave them with the parents, but only when the parents are of the right sort. So far as I have observed these children they grow pretty largely in two directions mentally. They grow upward. A child will increase in his mental age as years go by and will increase from two to three years, to four to seven and

may be he will stop at seven, may be he will stop at nine. It depends on the capacity of that particular child. The school helps up to that point to educate the child, using the term education in rather a loose way. When they reach their levels, whatever those levels may be, then I think those children learn by way of training. They broaden. They increase the number of things they may do; their experience and their abilities spread out on the seven year old level or on the nine or the five or whatever it may be. The more of these experiences and abilities you can give to the child the more it helps him in a way to be self-supporting. If a child is of a low mental type of course he will not reach a high mental age, and he may perhaps do only rough, large, mostly group work. If he is a little better mentally he may be able to do some of the fine handwork. I believe in developing each child up to the highest capacity and then I do not believe in wasting that training on pseudo education. I believe in using it so far as possible for that child's support.

I think as to the time when I would eliminate this child from school I would settle that by the capacity of the child to learn and when he has reached his limit, no matter whether he is sixteen years old or not I believe he ought to be taken from the school anyway. I believe that when the age of sexual activity arrives that child should then be placed in institutional care. I think temporarily, until such an arrangement can be made, that it is a wise thing to change the ruling of the law in the State allowing these boys and girls to go to work for the summers, summer work. All our teachers testify that when their mental activity is stopped they are sluggish and seem to lack the necessary stimulus that they require to advance and they degenerate during the summer months. I would be very glad if these children could be kept at some safeguarded work under the care of some probation officer or somebody of that type so that they would be protected and not exploited so that they would not go backward during the summer time, so they would not lose the necessary stimulus for their advancement. I would have our State law changed a little bit in regard to the work permits for these children. It seems too bad they cannot be allowed to do something just because they cannot attain the educational standard required. Sometimes they are a problem that

you cannot control in school and when you come right down to facts you cannot make them stay in school because no physician can give a certificate saying they are capable of education, and then they are not amenable to the compulsory education law. I think that a law should be made with careful guarding so that these children can be kept busy. If they are not kept busy they will get into trouble. They get themselves in court or get themselves hurt and something happens to them so there is trouble. That in general is my belief.

PROFESSOR FORBES, Commissioner of Schools, Rochester, N. Y.:

The outcome of my observation can be summed up in this way: In the first place it seems to me absolutely clear that these children having come into existence first should be cared for by the locality in the way of elementary education, that is such as they are capable of absorbing, chiefly motor education, and additional education preliminary to fitting them to some sort of self-support, and when they have reached the point of adolescence and have reached the point where parental control cannot guarantee the community against the menace of their existence, then the State should assume the responsibility of their custodial care and custodial care should be universal. As to the problem then it seems to me that in the institutions for their custody the supreme desideratum is the farm institution with its possibilities of manual employment and outdoor work, farming and gardening, and to the utmost possible extent self support should be secured in this way. This is about the substance of it.

DR. GEORGE E. SMITH, Director of Special Classes, Buffalo, New York:

I will submit an outline. The special pupil, as the term is here used, may be mentally retarded or he may be mentally deficient. His condition of mind may be due to physical reasons which may, or may not, be curable or remediable. In any event it is the manifest duty of the authorities to determine, beyond question, what this condition is before placing upon him the stigma which attaches itself to the feeble-minded.

## OUTLINE OF PLAN

1. A careful survey of all classes to determine who are greatly retarded.
2. Segregation of such pupils into ungraded classes.
  - a. These classes to be in charge of the most capable teachers.
  - b. Methods and subject-matter to be especially adapted to pupil.
3. A thorough mental and physical test to be given each pupil of these ungraded classes.
4. Measures taken to cure or remedy any physical defects.
5. Pupils of ungraded classes to be under observation long enough to determine mental ability and trend of mind.
6. These observations to be made by teacher, principal, supervisor, psychologist and vocational adviser of the pupils of the ungraded classes.
7. When the ability of the pupil of ungraded class is determined he may be assigned.
  - a. To a special class for subnormals, or to an institution.
  - b. To regular grade work.
  - c. To a vocational or other special class.
8. To meet the needs of the individual subnormal pupils there should be three types of special classes for the subnormal.
  - a. Special industrial classes for older boys.
  - b. Special industrial classes for older girls.
  - c. Special mixed classes for the young children.
9. When pupils of special classes for the subnormal are beyond school age, two alternatives should be possible:
  - a. Work at home, or at some vocation where careful supervision is possible, or
  - b. Institutional care.
10. The arguments which affect this choice are:
  - a. Is the case one which may be allowed to remain in the home with safety to the child and to society at large?
  - b. Has the child a suitable home and parents able and willing to protect the child and suitable occupation?
  - c. Can an employer be found who will be willing to supervise the work of the child?



11. If these conditions cannot be fulfilled, the institution is the only alternative. In a large proportion of cases, the institution is the proper place.

#### WHAT THE PLAN NECESSITATES

1. Adequate supervision.
2. Principals and teachers in sympathy with the plan.
3. An ungraded class in every school.
4. The best teachers for these classes.
5. The services of a trained psychologist who shall make a clinical study of each pupil in the ungraded classes.
6. An adequately equipped clinic.
7. The services of a competent physical examiner.
8. The services of the vocational adviser.
9. An investigator of home conditions is desirable.
10. Three types of classes for the subnormal as mentioned above.
11. An institution for the feeble-minded which shall be accessible to the parents of the children.
12. Such legislation as shall make it possible to consign to an institution, such persons as shall be found to be mentally defective and to need institutional care.

DR. FRANKLIN W. BARROWS, Buffalo, N. Y.:

I think we ought rigidly to exclude from the public school all epileptics. I know that sounds rather harsh, but the public school is no place for the epileptic, whether that epileptic is bright or stupid. We ought also of course to exclude all of the low grade feeble-minded children. We do not admit normal children until they are at least five or six years old and my idea is that we should exclude from the school all mentally defective children who do not test at least five years in mentality.

DR. FRANK C. FRONCZAK, Health Commissioner of the city of Buffalo:

The remedy I believe lies in various directions. First of all in order to educate this child so that it will become a civic asset instead of a civic liability I believe we will have to educate those who handle these children, that is teachers, in the first place.

I believe there should be special classes of teachers who are interested in that work, to study how to treat these children and to receive a kind of post graduate course, if we may call it so, because a teacher who may be a most excellent teacher of algebra or French or music will certainly make a mighty poor examiner of psycho-physiology, and I believe it would be a very good thing if the departments of education in the various communities would have lectures for the benefit of teachers in various directions, and among them would be the study of the children of this type.

MR. DANIEL O'LEARY, Buffalo, N. Y.:

I believe that I represent the humane side of this. I represent a small society composed of young people, Irish-Americans, who have banded together to help out certain individuals termed delinquents, sometimes defectives. I also represent a few of the teachers in the public school, and we believe that the defective classes in the public schools are a failure, that their advantages are offset by the disadvantages. For this reason I believe that the State should take care of what they term defectives. Now, that may seem a strong statement, but it may interest the Commission to know that those classes are termed the crazy classes, and once a pupil is sentenced to those classes he is branded for life.

DR. C. EDWARD JONES, Superintendent of Schools, Albany, N. Y.:

If we find a child is far behind his grade, that he is distinctly subnormal we place him in one of the classes for subnormal children. In those classes we have graded or are in process of grading the work to be done by them, giving them such little book work as they are able to receive, but particularly are we grading the hand work, the vocational work from the child with the mentality of five up to the mentality of about ten or twelve. That includes stick laying, sewing, weaving, clay modeling, basketry and such rough bench work as a boy with a mentality of ten or twelve can learn to do. In one of our schools we are teaching the girls to wash and iron in order to take care of their clothing. We are teaching all of them to mend, particularly to mend socks and stockings, and to put patches on their garments, and we are giving them such book work as they are able to take, and we are doing that sometime beyond what we believe they are able to do, simply

because there is a feeling among parents that the children must be studying books, and we give them reading work and number work, but the best academic work we are getting is from the oral studies such as the story of George Washington or of Lincoln, which they work out in their sewing or their clay work, and give those stories back orally.

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## GENERAL CONCLUSIONS AND RECOMMENDATIONS

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## GENERAL CONCLUSIONS OF THE COMMISSION

FIRST. GENERALLY WITH REGARD TO THE CARE, CUSTODY, TREATMENT AND TRAINING OF THE MENTALLY DEFICIENT.—Because of the great importance of this subject to the whole State, the care, custody, treatment and training of the mentally deficient, including epileptics, should be definitely regarded as State problems, although as in the cases of other classes, certain parts of such problems may, by law, be assigned to the localities of the State, under improved State supervision. The Commission realizes that the program it presents is an elaborate one but it is, nevertheless, one that can be carried out step by step as the means of the State will permit, and in the opinion of the Commission the sooner it is carried out the more economical it will be for the State.

SECOND. EXISTING STATE INSTITUTIONS INADEQUATE.—The existing State institutions for the mentally defective make provision for the care of not more than 3,000 of this class, while the representatives of the Commission have definitely learned of 21,000 persons now outside of the protecting care of State institutions, who are known to be mentally defective. The majority of these need or are likely to need custodial care. Of this number it is estimated that nearly 3,000 are women and girls between the ages of 16 and 45.

The number of high-grade feeble-minded, as well as the moral imbeciles in the State, cannot be ascertained, even approximately, by any machinery that has yet been devised. The mental status of the great majority of this class may not even be brought into question, until some acute situation in their history arises to make the subject one of practical application and importance. That those included in these classes number many thousands, no one familiar with the situation can, however, for a moment doubt.

The mentally defective man or woman at liberty constitutes a serious menace to the State. In many cases the mental defect is hereditary and is liable to be transmitted, with almost unerring accuracy, to succeeding generations. This danger is in turn

aggravated by the well known propagating tendency of the feeble-minded, and because, owing to their lack of mental balance, they are in most cases, potential delinquents or criminals, peculiarly susceptible to the suggestions of evil minded associates.

There is, therefore, urgent need for a large extension of the present facilities of the State institutions for the care and custody of the dependent mentally defective. These institutions are at present filled to their utmost capacity and there are long waiting lists of applicants for admission who can only be received as vacancies occur or the facilities of the institutions are all too slowly extended. These lists would be much longer if any likelihood existed that admission would follow within a reasonable time upon the heels of application.

This Commission considers it not only most important to increase the capacity of the institutions for the mentally deficient, but also regards it as highly desirable to make these institutions for the care of the dependent feeble-minded sufficiently inviting to cause the relatives and the friends of feeble-minded children to wish to place their children in the institutions of this class. The earlier they are so placed, the better for the State. For this reason largely, the Commission believes it will be wise to have separate institutions for the higher grade mentally deficient children, whose relatives and friends might reasonably object to having the children placed with idiots and imbeciles of low grade. In part, for the same reason, and further because of the susceptibility of the mentally defective to evil suggestion, the Commission believes there should be separate institutions for the mentally defective delinquents.

As Craig Colony for Epileptics, at Sonyea, has practically reached the reasonable limit of its capacity, and because the epileptics should be kept apart by themselves, the Commission also favors the establishment of a separate institution for epileptics in the southeastern part of the State.

**THIRD. INSTITUTIONS FOR MENTALLY DEFECTIVE DELINQUENTS.**—Inasmuch as the State reformatories for men and women have large numbers of mentally defective inmates, conservatively estimated at not less than 25 per cent. or their entire inmate population, who because of their mental defect

are not susceptible to reformation, and are out of place in the routine of institutions intended for that purpose, the Commission is of the opinion that separate institutions of a custodial nature should be established, one for the care of each sex, for the safe keeping of the mentally defective delinquent class. This arrangement should serve the double purpose of relieving the pressure upon the reformatories for the care of a class for which they are not equipped, and of modifying their expense for additional construction.

**FOURTH. CLEARING HOUSES FOR THE MENTALLY DEFECTIVE.**—The Commission finds that, outside of the city of New York, there are no suitable facilities for the examination before commitment of those supposed to be mentally deficient. Under this lack of system, children who are not feeble-minded but are simply mentally retarded, are being committed to institutions for the feeble-minded while those who are actually feeble-minded and who should therefore be sent to custodial institutions, are being constantly committed to reformatory and other institutions not at all suited to their care. The Commission, therefore, believes that the State should take the initial steps to establish a system of clearing houses for the examination of all cases of suspected mental deficiency coming under public notice by reason of dependency or delinquency.

**FIFTH. THE NEED FOR BETTER TRAINING AND SUPERVISION OF THE HIGH GRADE MENTALLY DEFECTIVE IN THE PUBLIC SCHOOL SYSTEM.**—The Commission finds that many of the high grade mentally defective must be trained in the public schools and must then be given what has been called "the test of liberty," under the best conditions possible. There are too many thousands of this class for them to be treated in any other way. Then, having been given this opportunity, the State can be expected to intervene only when they become dependent or delinquent, as very many of them in fact do. How many of them are likely to become so no one can tell even approximately. In the opinion of the Commission, the facilities for the vocational training of the mentally defective pupils of the public schools, as well as for the training of other pupils specially requiring such training, should be greatly improved and extended and there should be a better system of supervision than at present exists, over the mentally deficient pupils.



## RECOMMENDATIONS OF THE COMMISSION

First. The Commission indorses in general the recommendations of the State Board of Charities for appropriations to these institutions, including the issue of long term bonds, if necessary, to secure the moneys required to enlarge the institutions. The present lack of facilities is not economical but is an exaggerated form of extravagance which is proving most costly to the State. In the opinion of the Commission the State institutions at Syracuse, Newark, Rome and Thiells should be definitely planned to provide on their present, or where necessary on newly acquired properties for approximately 2,500 inmates each, and such institutions should be enlarged to this capacity as rapidly as actually required and the means at the command of the State permit. The acquisition of a country site for the Syracuse institution and the purchase of additional land for the asylum at Newark, are also recommended. The Commission further advises that a new institution be established for the mentally deficient convenient to Buffalo and the southwestern part of the State. In order to round out the system of State care the Commission recommends that the State take over the New York City asylums and schools at Randall's Island, and use this institution, which now houses all classes of the mentally deficient as an institution for the training of the high grade mentally deficient requiring such care, who may, when trained, be given to some extent at least and under proper conditions of supervision "the test of liberty" also. Inmates can be taken from the eastern and southern parts of the State while those from other parts of the State can be sent to the institution for those of like character at Syracuse. By this arrangement the State can save the cost of construction while the city of New York can sooner rid itself of the cost of maintenance.

Second. Another colony for epileptics is recommended. As Craig Colony for Epileptics at Sonyea has almost reached what should be its ultimate capacity for 1,500 inmates. The Commission recommends that steps be taken for the establishment of a new institution for this class in the southeastern part of the State,

convenient to the city of New York and the populous part of the eastern section of the State.

Third. Provision for the care of mentally defective delinquents recommended. In order to relieve the reformatories of the care of mentally defective delinquents who are not susceptible to reformation, and who at the same time, because of their delinquent and criminalistic tendencies should not be allowed to mingle with the mentally defective dependents, who, as has been said, are most susceptible to suggestion, the Commission recommends that provision be made for the establishment of two institutions, one for each sex, for the mentally defective class of delinquents.

Fourth. Establishment of clearing houses to pass on the mentally deficient recommended. To determine who are the mentally deficient, in order that they shall be separated from those of normal mentality as well as from those who are simply mentally retarded, the Commission recommends that the State itself establish and maintain a system of clearing houses, with a separate board of management for the system, properly located and equipped, to determine these questions in individual cases. Partly to meet this need and partly to provide training places for physicians and psychologists, the establishment of private clinics for this purpose under State regulation and supervision, is also recommended.

Fifth. The training and supervision of the high grade mentally deficient in the public school system. To afford better and more practical instruction in the public schools for the high grade mentally deficient who may be entitled to that same "test of liberty," before being consigned to a custodial asylum as a dependent or delinquent, the State through the State Department of Education, should do more, financially and otherwise, to encourage and maintain the growth and the use of vocational training in the public schools of the State, and should provide for a system of supervision over mentally defective pupils. To this logical and legitimate supervision of the public school authorities, that of the public nurse in her rounds of duty and of the parole and probation officers, as well, may be added as an uplifting and helpful influence. All of these influences together with the most

important influence of a better general knowledge of the characteristics and the needs of the feeble-minded, particularly among the relatives and friends of this class, may be counted upon to improve the conditions under which these unfortunate mentally defectives in this State live and move and have their being. All of these forces working together with singleness of purpose should work improvement in the lot of the feeble-minded left at liberty, and should, at the same time, greatly safeguard the interests of the State.

## VISITS TO INSTITUTIONS

THE NEW YORK CITY CHILDREN'S HOSPITALS AND SCHOOLS, ON  
RANDALL'S ISLAND

An official visit was paid to this institution, beautifully situated on Randall's Island in the city of New York, on February 14, 1915, by Commissioners Max G. Schlapp, M. D. and Aaron Denenholz, M. D., who obtained from Superintendent Mary C. Dunphy, the following account of the history and work of the institution:

HISTORY OF THE WORK WITH THE FEEBLE-MINDED ON RANDALL'S  
ISLAND

Over fifty years have elapsed since the idea of doing something more than merely caring for the physical needs of the feeble-minded first dawned on society.

The labors of Dr. Seguin had at last brought home to a doubting public the possibilities of education for the mentally deficient, by means of which they may be raised to a state of usefulness undreamed of a generation before.

In the Home on Randall's Island there were about fifty children whose mentality was distinctly subnormal, and on hearing of the splendid results obtained with feeble-minded children in schools organized on the Seguin plan, the Commissioners of Public Charities and Correction decided to try the experiment of training the mentally deficient under their care.

With this purpose in view, they invited Mrs. M. C. Dunphy, who had specialized in this branch of educational work under the noted Dr. Wilbur, of Syracuse, himself a pupil and earnest disciple of Seguin's, to organize classes for the subnormal children on Randall's Island. Mrs. Dunphy undertook the work with enthusiasm and has had the satisfaction of seeing this little school with less than twenty pupils expand into the complex centre of activity now known as the School for Feeble-Minded on Randall's Island.

The aim of the school at its inception was precisely the same as it continued to be during all the years of expansion and as it



is today — namely, to give to the mentally defective child a training calculated to awaken and stimulate whatever mental capacity he may possess; to train him in habits of industry and usefulness, and to make him as worthy a member of society as his limited faculties allow. At no time did the School for Feeble-Minded claim to be able to supply the deficiency in brain power that nature had omitted to furnish, nor to make a feeble-minded pupil a self-supporting, responsible citizen, but it has always maintained that granted certain limitations, it is possible to make even a low grade mental defective render some form of service to the community, and thereby develop his own individuality. The success of the school from the start and its rapid growth proved that it was filling a long felt want in the community, and as the scope of its activities broadened to include the needs of the different types of pupils, it became better known and more appreciated by all interested in social progress. It may truly be said that the school for feeble-minded was the beacon light that led all other agencies — both social and educational — in New York City, to realize the benefits that accrue from systematic, carefully planned training of the feeble-minded. While the authorities of the school unanimously feel that complete segregation is the one effective measure by which mental defect may be lessened, yet, as there is no means at hand by which such a measure can be enforced, they know that the child who has had a course of training on Randall's Island has at least the elements of self-support. No boy or girl who leaves the institution after a stay of a couple of years, leaves it entirely helpless. Besides the personal habits inculcated — cleanliness, morality, industry, etc., — the child has also had training under skilled workers in a trade which has proved congenial. No power on earth can transform a feeble-minded being into a responsible, self-controlled member of society, but, as long as society allows the mental defective at large, we must do all in our power to give him at least the weapons by means of which he may be saved from becoming a burden on the public.

The liberal support of the various commissioners in the department since the organization of our school years ago, have enabled us to improve on our former methods. The plan of our work now includes the following branches:

First: Physiological examination to diagnose the physical condition of the applicant and to determine how far the mental defect may be the result of poor physical condition. This examination is supplemented by constant medical supervision by resident physicians and trained nurses.

Second: Psychological examination by expert psychologists and psychiatrists of the New York Clearing House for Mental Defectives to determine the heredity of the patient, exact degree of mental defect, psychological age, etc. This examination is followed up by the work of the resident psychologist who keeps a record of each case admitted, noting improvement or retrogression as may be. In some cases children are sent to us from hospitals, homes or social agencies without having had the preliminary diagnosis at the Clearing House. Every effort is made by the resident psychologist and visiting neurologists to supply this lack of scientific diagnosis, but it is a decided handicap in getting at the detailed history of the case.

Third: Classification. On admission to the Island the child is kept under observation for two weeks in the reception hospital in order to avoid possible contagion. He is then assigned to the ward to which his mental status seems to conform. As far as feasible each degree of mental defect is kept within a certain group. These groups range from the lowest forms of idiocy, through imbecility, up to high grade defectives, or morons. Each grade is housed in a separate building and contact of one group with another is practically nil. Of course where a child shows improvement he is immediately transferred to the next grade. This classification is also maintained in the classes, the different groups only meeting at assembly, etc.

Fourth: Period of observation in class room under trained teacher who not only tests child's knowledge and mental grasp, but also studies his special tastes, aptitudes, etc. He is then assigned to a class suited to his grade of mentality and to the manual work which appeals to his natural inclinations.

Fifth: A system of constant supervision outside of school hours which, while in no sense coercive or irksome, helps to check the formation of bad habits or undesirable friendships.

Sixth: A careful selection of teachers whose nature, temperament and characteristics, as well as their teaching ability prove them to be fitted for this difficult work. Since 1902 the Board of Education nominates and licenses our teachers, but their final appointment rests with the Commissioner of Charities and the superintendent. They are not given appointment until they have shown ability for this particular type of work during a period of probation.

Seventh: Definite industrial training along practical but congenial lines, such as will enable those who are removed from the institution to have at least the foundation of a useful trade. The aim of the work is not, of course, to turn out finished artisans; no trade school for normal children pretends to do that, but to give these handicapped beings an occupation that is not merely "busy work," but a working knowledge of one of the simpler trades. All this work is under the direction of skilled trade workers, and is simplified until it appeals even to the darkened minds and uncertain hands.

Eighth: Social service which enables us to ascertain the home surroundings and influences and which also gives us an opportunity to follow up the after life of the child and to note in what degree he is able to adjust himself to society after he leaves the institution.

Ninth: Living conditions are made as pleasant and healthful as possible. Cleanliness, neatness, nourishing food and a varied schedule of work and play do much to inculcate good personal habits and to create new standards even in the very deficient. Besides this the association with those whose mentality is on a par with his own helps the mentally defective child to become more independent and self-respecting. He is no longer an object of pity and derision but as good as his neighbor. The careful classification, as before mentioned, does away with inequalities even among the children in their wards.

Tenth: The work of the School. This may best be considered under the following heads: (a) School work for high grade defectives. (b) School work for low grade defectives. (c) Industrial training. (d) Physical training. (e) Recreative activities. The work in the school for feeble-minded proper is confined to

the higher grades of mental defectives. The classes are arranged to meet the needs of children of equal mental status. These classes are subdivided into groups or divisions so that individual work may be carried on where necessary. There are six classes for the old pupils, and a kindergarten class. The work is modified to suit the individual pupil, for the many types of children, while perhaps of the same mental average, present such varying characteristics that they can only be helped by the undivided attention of the teacher. Such studies as can be better developed in class where association with others stimulates interest and arouses emulation are developed when the full class is present. Reading, penmanship, nature study, oral reproduction — all gain interest by class work.

Then, while certain groups go to shop work — physical culture class, band practice, etc., the small group remaining are given individual attention in number work, articulation, or on similar subjects wherein there is a lack of power. One of our most successful devices in awakening attention in arithmetic is the country store.

Here articles of all sorts can be bought "for cash only." Needless to say, even the greatest laggard in number work brightens up at the prospect of being a storekeeper, even if that onerous position necessitates the ability "to make change." Nature study is another subject which has a more real interest here than is possible even under the most favorable conditions in the city. The objects for actual observation are just outside our windows — plant and bird life, earth study, geography, all grow concrete when the child is in actual physical contact with the subject under discussion. Observation is supplemented by actual practical work in the school gardens and on the farm where the older and stronger boys have an opportunity to gain an idea of farm life under the direction of a skilled farmer who cultivates fifteen acres of vegetables for the hospitals and schools. The band may be classed as an integral part of the school proper, as its members are mainly recruited from the pupils enrolled in the classes. The fact that by the exercise of tact and patience the mentally deficient can be taught to read and phrase difficult scores, can be given a taste for good music and acquire self-control through co-operation



with others is the best argument in the favor of bands and orchestras as a means of self-expression for this type of child. Besides the benefit to the boys actually engaged in the work of the band, there is no doubt that this organization is a source of pleasure and recreation to every person on the Island and adds zest to our work in physical culture and dancing.

*Classes for Low Grade Cases.*—For these cases — low grade imbeciles and the better types of idiots who are unfit for association with the higher grade children in the School for Feeble-Minded, classes have been provided in the different wards. The teachers are called attendant teachers, and are all of them able by experience or previous training to direct the simple activities prescribed for these classes. Kindergarten occupations, sense training, simple manual work, rhythmic exercises to develop motor control make up a varied program which helps to awaken and stimulate the lethargic intellects of these grades. Many show improvement in a sufficient degree to warrant their removal to the School for Feeble-Minded.

*Industrial Work.*—The industrial school was the logical outcome of the desire to give the mentally deficient child something more definite in handicrafts than the elementary manual work of the school proper. It would be impossible to exaggerate the far reaching results from the establishment of this venture along a line of practically unexploited educational training. The industrial school was organized years before the necessity for vocational training made itself felt in the schools of the city, so we may also claim to be something of a pioneer in this respect also. The industrial school soon demonstrated in a convincing manner the benefit of practical industrial work for the feeble-minded. Not only because it added a real stimulus to their mental development, but because, too, it gave an economic return to the institution. From a useless, helpless being the mental defective became a helpful member of our little community.

The opposition to the idea of industrial training for the mentally deficient which was manifested when the experiment was first proposed has now given way to enthusiastic support and encouragement. The fine new building for our industrial work, which was opened last year, not only affords us better facilities

for carrying on our different trades, but is an acknowledgement of the importance of this factor in our school life. As may be seen from this, we follow the precepts of Dr. Seguin and train the hand, the eye and the ear in order "that we may develop the intellectual faculty that commands them."

Like him, we place the hand first, for it is undoubtedly chiefly through the hand that the mentally deficient can be made to approximate the normal. The regular trades taught are: tailoring, basketry, mat and rug making, hammock weaving, shoe making, carpentry and mattress making for boys. The girls are given domestic art and elementary domestic science. In the former classes dressmaking, plain and fancy sewing, embroidery, lace work, weaving, etc. In the latter plain cooking, baking, salads, cakes and preserving are taught. Two-thirds of all the clothing and bedding used in the institution last year was made by the children in this class. A saving of \$6,000 this year, a record from one branch of industrial training alone, is something to feel proud of.

*Physical Culture.*—If all modern education aims to assist the whole man towards symmetrical development, physical as well as mental and moral, as Dr. Anderson claims, may not we educators of the feeble-minded lay especial stress on this branch? Experience has taught us where physical education is sacrificed to mental development, the normal child goes out into life improperly equipped for the battle. That the mental well-being of the deficient child is even more dependent on his physical condition than that of the normal child goes without saying, so for that reason we are not satisfied with the haphazard unsystematic exercises of the class room. A thoroughly well appointed gymnasium has been erected on Randall's Island for the use of the feeble-minded and is in charge of a graduate teacher of physical culture, whose sole business it is to carefully study each child's needs and adjust the physical training to that particular need. Besides this, our resident physicians and psychologists are required to prescribe special exercises where necessary because of physiological peculiarities in the organism of the child. Physical culture on Randall's Island embraces class exercise in which all of a certain grade of mentality may participate with profit, and

individual exercises especially designed to correct defects or to improve motor control. Every child from the idiot (who is capable of instruction) to the high grade defective is given a definite amount of gymnasium work in addition to free play. The work ranges from simple rhythmic drills, movements and marches, to difficult military tactics and folk dancing. Each grade is required to do a certain amount of work to secure balance and motor control as well as to stimulate mental effort.

*Recreative Activities.*—The gymnasium work is supplemented by outdoor games and free play which not alone afford an outlet for the natural desire for recreation but contribute in no small degree to mental and physical development. This play is always supervised, but at no time is the supervision officious or over-zealous. There is no attempt made to interfere with the sense of freedom except as much as may be necessary to direct the course of the game in progress. Without direction the play of even the high grade mental defective soon degenerates into aimless effort. The outdoor games range from simple ball, circle and running games for the low grade children, to baseball, football, hockey, basket ball and running games for the high grade pupils. The girls also play hand ball and basket ball and have open air dancing. For indoor amusement checkers, dominos, lotto and card games are provided. Victrolas, for accompanying rhythmic drills or dancing, also help to pass the time in bad weather or early evenings. No effort is spared to make the time of recreation one of real pleasure to the child and give him every opportunity for wholesome relaxation. Fortunately, as the mentally defective is a child to the end of his life, simple amusements do not pall and he does not crave the varied pleasures of the normal child with his many sided personality.

Few of the mentally deficient (the high grade even more than the low grade presenting the real problem of the feeble-minded in society) should ever be permitted to return to their homes and allowed to mingle on equal terms with the world at large. In justice to themselves and to the community they should be kept apart, but when we do this we must spare nothing to make their lives as happy and busy as may be. That is our ideal on Randall's Island to supplant the home from which the child has come by

giving tender care, to arouse new interests and trains of thought, to fill his days with useful work, and just as useful play. If we cannot always realize our ideal we can at least aim toward it. Perhaps no one work undertaken along the lines of constructive effort to ameliorate social conditions can show more than the energy with which the successive Commissioners of the Department of Public Charities have worked for the benefit of the mentally defective. As we trace this work from its earliest inception with the formation of classes for these children, the rejected of all other institutions, the gradual improvement in clothing, housing and feeding them, the development along education and social lines, we see an organization of which the Department may be proud and to which every Commissioner who has held office since the work was first set in motion has added his contribution of initiative effort.



## VISITS TO INSTITUTIONS BY THE COMMISSION

The following institutions outside of New York State were visited by members of the Commission:

Rosewood Training School, Rosewood, Md.

Virginia State Epileptic Colony, Madison Heights, Va.

Training School for Feeble-Minded Children, Elwyn, Pa.

Boston Psychopathic Hospital, Boston, Mass.

Wrentham State School for Feeble-Minded, Waverly, Mass.

New Jersey State Institution for Feeble-Minded Women, Vineland, N. J.

The Training School, Vineland, N. J.

The secretary of the Commission also visited the public authorities of Rochester, Buffalo and Toronto.

Reports of these visits are as follows:

*Report of Visit to Rosewood Training School, the Maryland State  
Institution for Feeble-Minded*

September 22, 1914

Conference between Mr. Robert W. Heberd, Mrs. Mary C. Dunphy, Commissioners, Mr. Neustadt, Secretary; and Mr. William C. Davenport, Secretary State Board of Aid and Charities; and Dr. Keating, Superintendent of Training School.

The State Training School has been in existence twenty-six years. It is very attractively situated on a splendid site of 550 acres in beautiful rolling country, and has about 500 patients. All grades of mental defectives are cared for, in buildings divided by sex and degree of feeble-mindedness. The usual forms of industrial and educational training are maintained. As far as possible all the cases of feeble-mindedness have been removed from the county almshouses and with the exception of the Baltimore city institution, there are few dependents in the poorhouses who are noticeably deficient, though it is felt that with a better system of diagnosis many more would be found feeble-minded. Although the school has certain limited custodial power, for lack of room they are able to keep permanently only those who are most apparently a social menace.



Randall's Island, N. Y.—Cutting garments

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Randall's Island, N. Y.—Metal art work







Randall's Island, N. Y.—Hand sewing, embroidery and lace work





Randall's Island, N. Y.—Dress making; electric power machines







Randall's Island, N. Y.—Mat making





Randall's Island, N. Y.— Band







Randall's Island, N. Y.—Tailoring; electric power machines

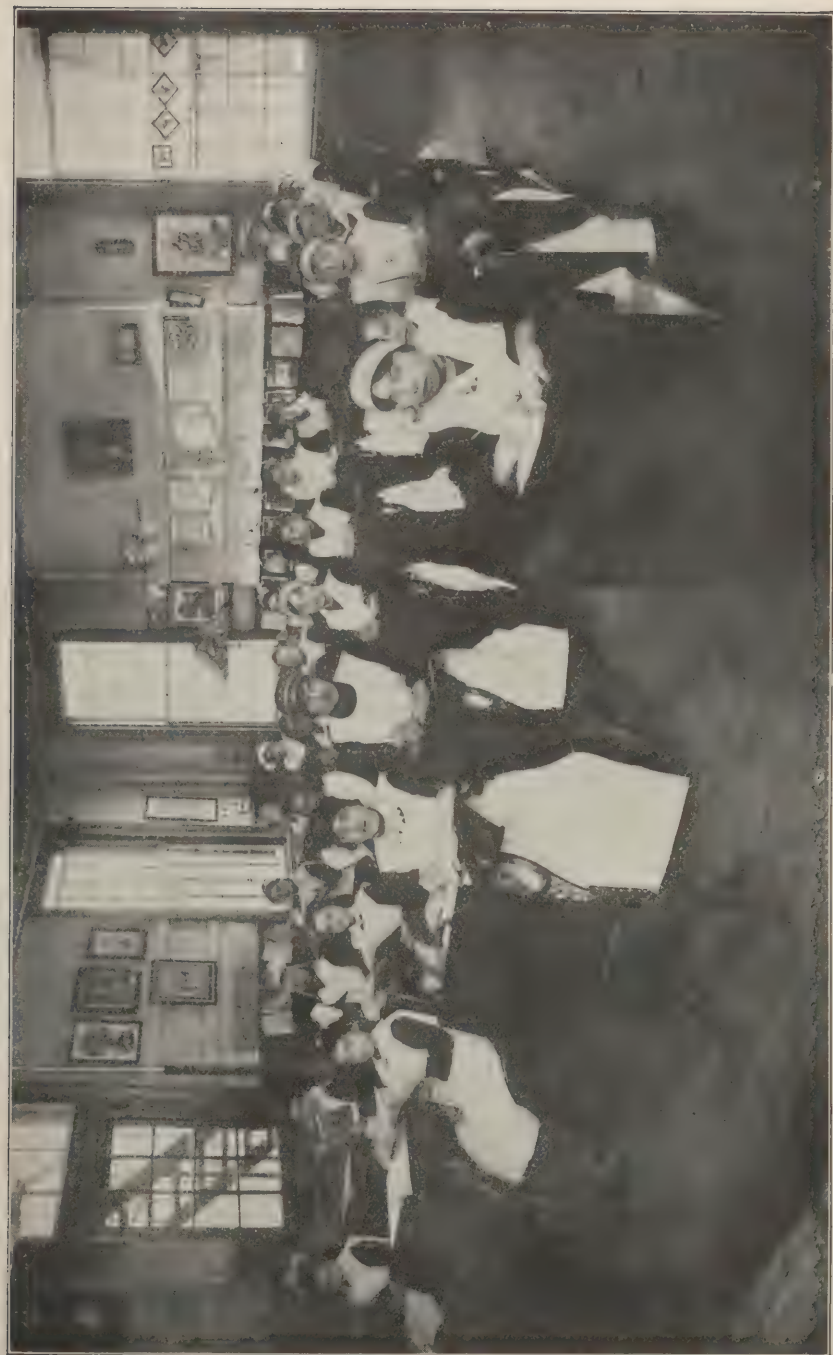




Randall's Island, N. Y.—A medical ward







Randall's Island, N. Y. — Girls' class room

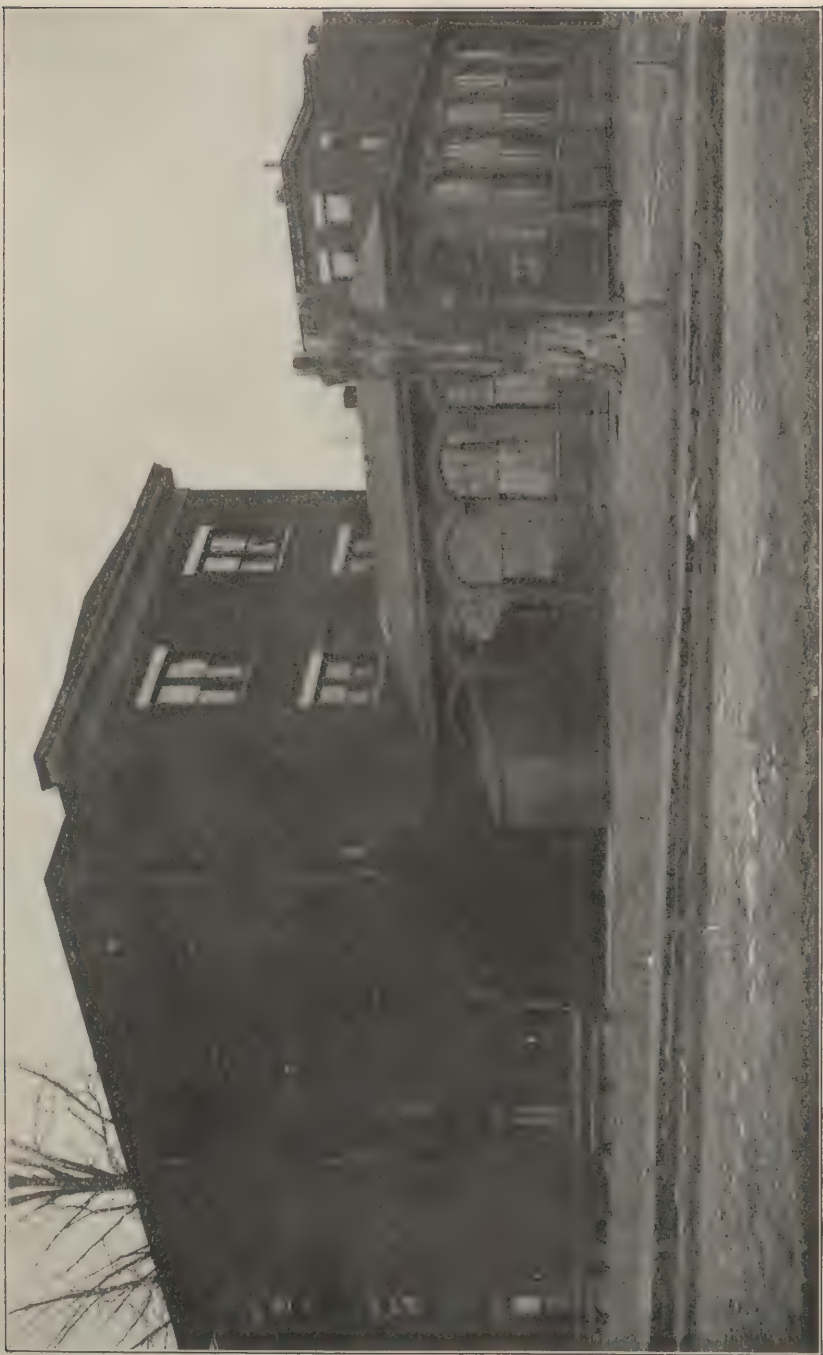




Randall's Island, N. Y.—Sloyd and carpentry







Randall's Island, N. Y.—Male dormitory 2, highgrade feeble-minded





Randall's Island, N. Y.—Nurses home

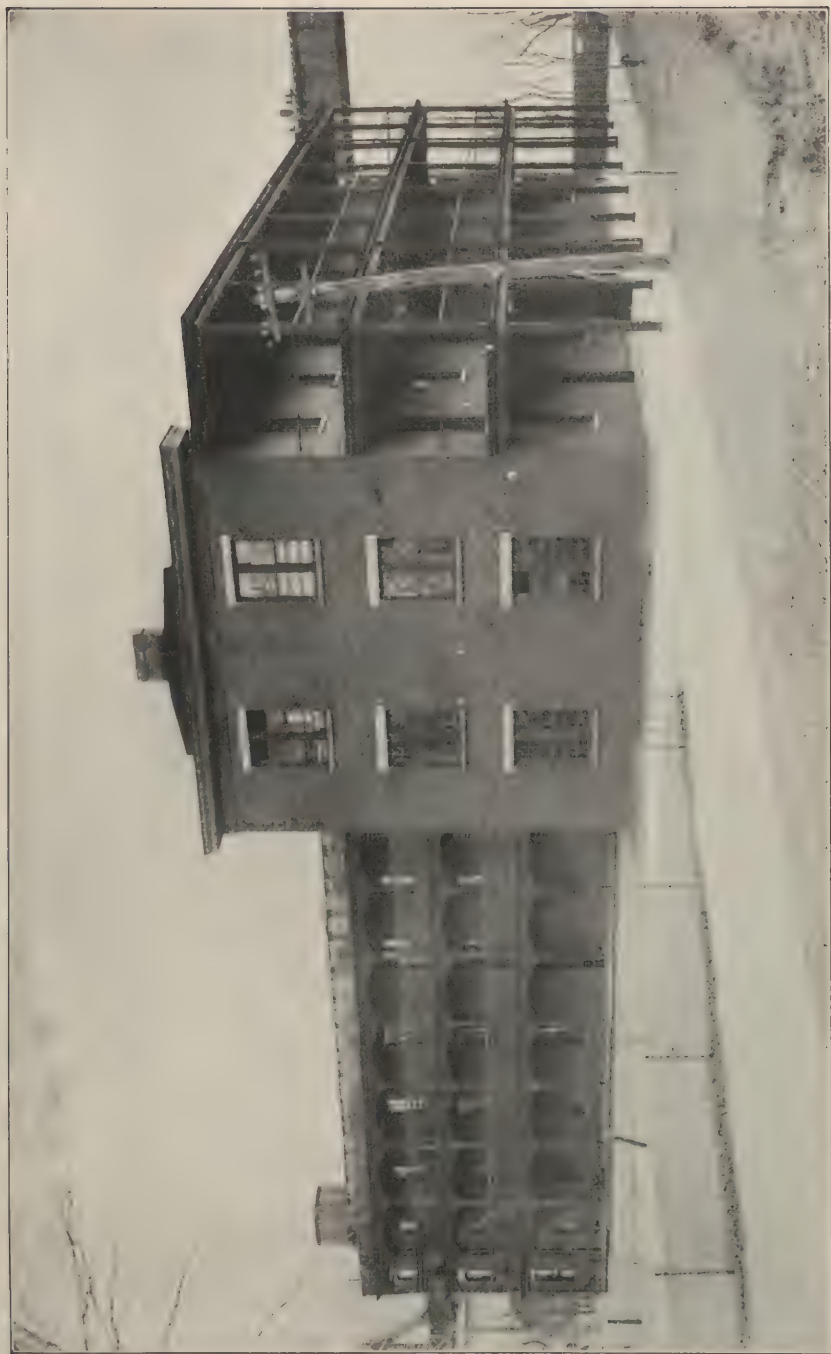






Randall's Island, N. Y.— Reception building

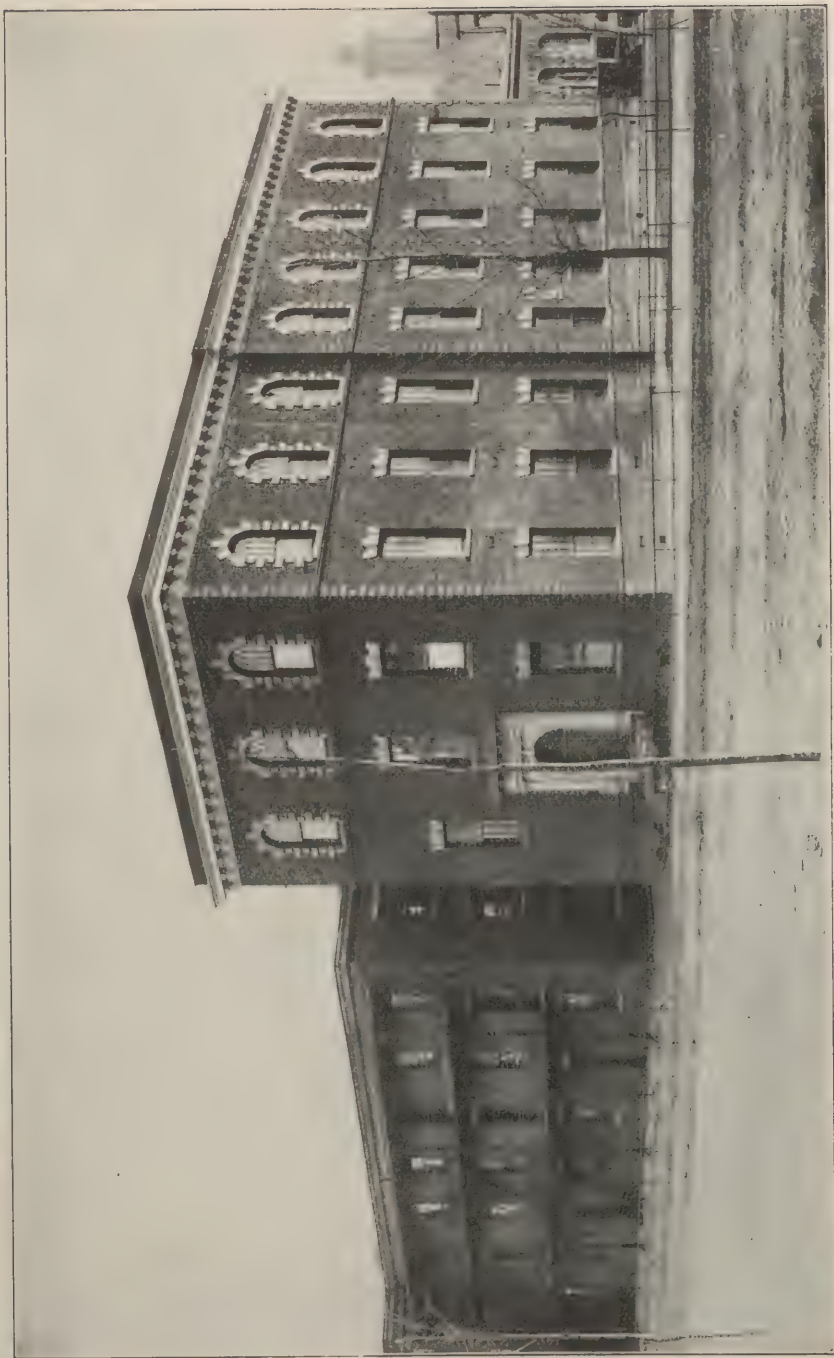




Randall's Island, N. Y.—Female custodial cases, wards A, B and C







Randall's Island, N. Y.—Male custodial cases, wards F-1 and F-2





Randall's Island, N. Y.—End view of industrial school







Randall's Island, N. Y.— Outdoor sports, basket ball





Randall's Island, N. Y.—Outdoor sports, basket ball







Randall's Island, N. Y.—Front view of industrial school





Randall's Island, N. Y.—Pavilion 21, eye and skin cases







Randall's Island, N. Y.—Pavilion 24, medical and surgical cases





Randall's Island, N. Y.—School for feeble-minded







Randall's Island, N. Y.—Hospital building





Randall's Island, N. Y.—Shoemaking







Randall's Island, N. Y.—Hammock and rug weaving





Randall's Island, N. Y.—Basketry and chair caning







Manhattan, N. Y.—Waiting room in Post-Graduate hospital for mentally defective.





Randall's Island, N. Y.—Gymnasium







Randall's Island, N. Y.—Gymnasium





Randall's Island, N. Y.—Boys classroom







Randall's Island, N. Y.—Cooking class





Randall's Island, N. Y.—Calesthenics







Randall's Island, N. Y.—Scarf dance; girls under twelve years





Randall's Island, N. Y.—Calisthenics







Randall's Island, N. Y.—Folk dancing; girls over twelve years



The State Board of Lunacy has supervision over the institution, and the State Board of Aid and Charities passes in an advisory capacity on the appropriations and on legislation.

Of the last two buildings put up, one which accommodates 100 patients cost \$38,000, and the other, which accommodates 200, cost \$77,000. This sum includes the architect's fees, and is materially affected by the fact that much of the stone used is found in neighboring quarries, and even on the property itself.

Baltimore has a system of ungraded classes in the public schools, and although intended for the backward children there are some feeble-minded pupils, because of the lack of room in the training school.

The Phipps Psychiatric Clinic of Johns Hopkins University has been making a special inquiry into the matter, but as yet has published no report.

*Future Needs of the Training School.*—More money is needed for repairs, extensions, and particularly for better salaries for the attendants.

There is need for a better system of detection, commitment and after care, particularly of permanent registration, and supervision.

A separation in provision for defective dependents from defective delinquents. Dr. Keating feels that this is the greatest need of all. Particularly with the moron cases, the presence of the delinquent children among the others is a serious menace to the welfare of both classes, and complicates the work very much. Each class needs a separate type of treatment. The commitment of such delinquents has been carried out under the provision of a law enacted in 1912.

### *Report of Visit to Virginia State Epileptic Colony, at Madison Heights, Va.*

September 24, 1914

Conference between Mr. Robert W. Hebbard, Mrs. Mary C. Dunphy, Commissioners, Mr. Richard M. Neustadt, Secretary; Mr. Joseph T. Mastin, Secretary of Virginia State Board of Charities and Correction; and Dr. A. S. Priddy, Superintendent Virginia State Epileptic Colony.



The Virginia Legislature of 1912 authorized the commitment of feeble-minded women to an institution to be built on the same property as the epileptic colony. Temporarily sixty of these women are housed in a new building in the colony, built at a cost of \$200 per bed. These women are kept in comparative idleness, separate from the epileptics. There is practically no industrial work and little or no educational and recreational work, although in the new building to be finished by December, 1914, these features will be provided. Dr. Priddy believes that the feeble-minded women should be in an institution by themselves, apart from the epileptics.

The institution is located in beautiful rolling country about two miles from Lynchburg. The buildings are of simple and excellent design and construction, and were built at a very low cost. This is partly due to the presence of brick-clay in the immediate vicinity.

It is difficult to get proper attendants. Dr. Priddy believes that eventually Virginia will have a separate institution for feeble-minded dependents and also for defective delinquents.

The Legislature authorized the State Board of Charities to make a census of the feeble-minded in Virginia. On October 1, 1913, this census was as follows:

In institutions:

Hospitals for insane.....	237
Almshouses . . . . .	567
Reformatories and penitentiary.....	234
Orphanages . . . . .	43

At large:

Reported by physicians and ministers.....	2,490
Helped by overseers of poor.....	325
Private School, Falls Church.....	20

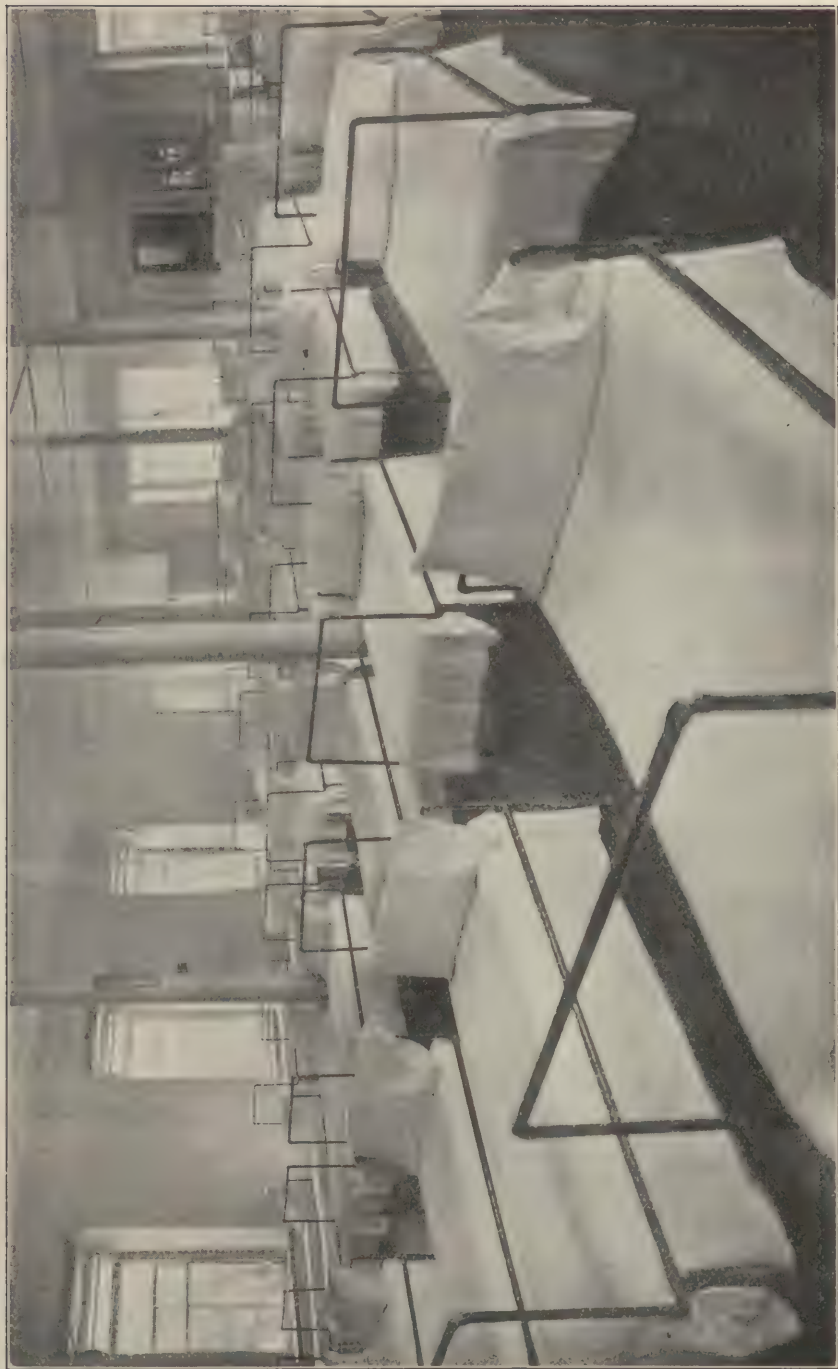
Total . . . . .	<u>3,916</u>
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Under fifty years of age needing immediate custodial care, 3,138.



Pennsylvania Training School, Elwyn — Weaving





Pennsylvania Training School, Elwyn — Dormitory







Pennsylvania Training School, Elwyn — Administration building





Pennsylvania Training School, Elwyn — Dormitory, old style







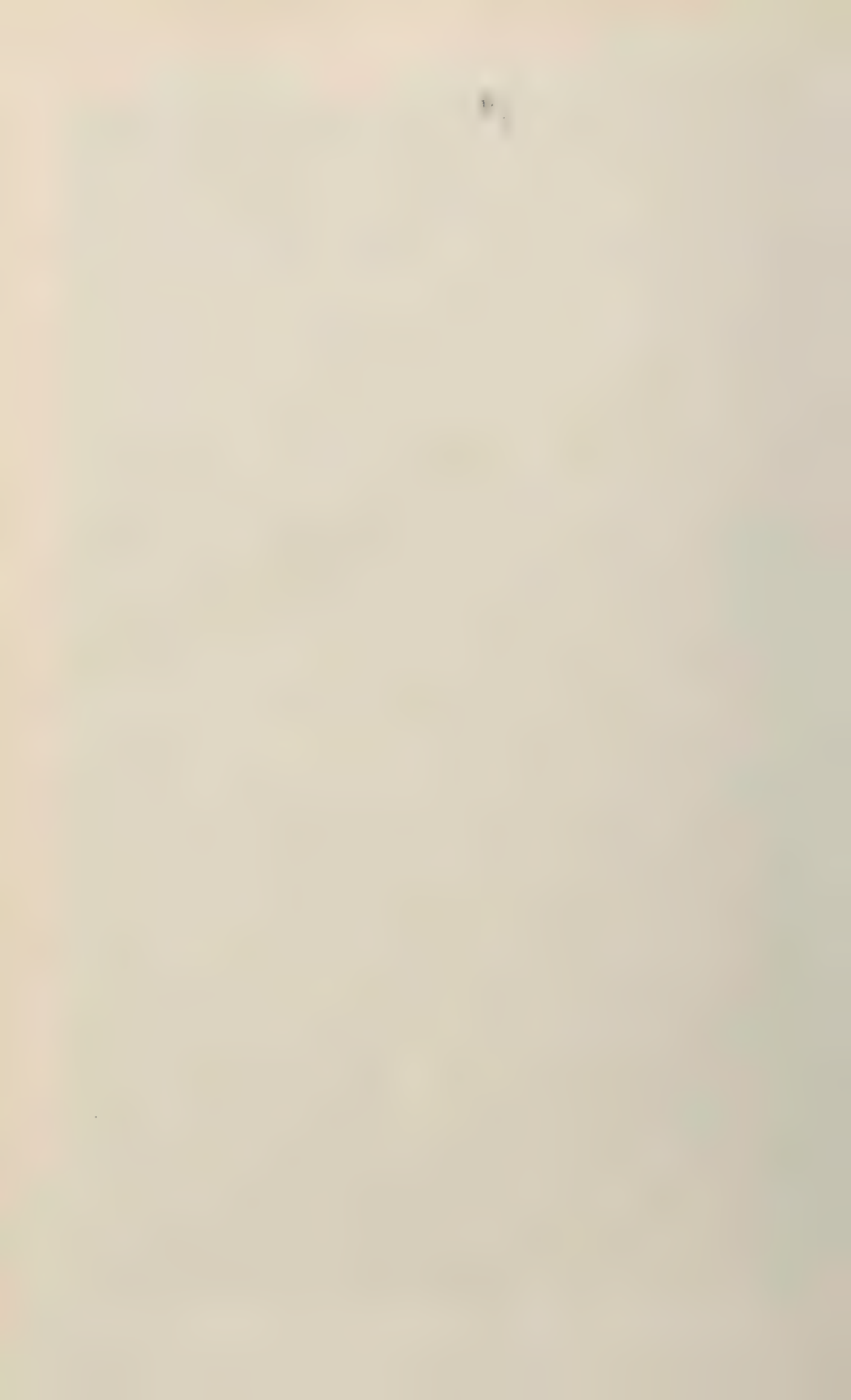
Pennsylvania Training School, Elwyn — The nurses' home





Pennsylvania Training School, Elwyn — Dormitory for lowgrades







Pennsylvania Training School, Elwyn — The famous Elwyn band





Pennsylvania Training School, Elwyn — Attractive lawns on campus







Pennsylvania Training School, Elwyn.—The congestion of old buildings  
A veritable fire trap





Pennsylvania Training School, Elwyn — Corner of grounds







Pennsylvania Training School, Elwyn — Tuberculosis pavilion  
Simplicity itself — Cost only \$3,000





Pennsylvania Training School, Elwyn — Old style dormitory





Pennsylvania Training School, Elwyn — Dormitory  
Attractive but impracticable type of building







Pennsylvania Training School, Flwyn — The printing room





Pennsylvania Training School, Elwyn — Carpentering for young and old





The board is also employing a woman to trace the family histories of some of these dependents as well as to investigate groups of prostitutes.

Mr. Mastin hopes from this study that a complete plan of detection, care and segregation will be adopted by the Legislature in 1916.

*Report of Visit to Elwyn Training School for Feeble-Minded Children*

(Private Institution Receiving Aid from Pennsylvania)

September 30, 1914

Conference between Mr. Robert W. Hebbard, Chairman; Mrs. Mary C. Dunphy, Dr. Max G. Schlapp, Commissioners; Mr. Richard M. Neustadt, Secretary; and Dr. Martin N. Barr, Chief Physician and Dr. Percival M. Kerr, Assistant Physician.

This institution, organized in 1857 and thus one of the oldest in this country, is situated in beautiful country about an hour from Philadelphia. It is a private association but receives large support from the State, both in special grants and in payment for the care of public wards. Of the 1,072 children enrolled 880 were thus cared for at public expense. The institution was not all conceived at once but developed sporadically. In consequence the old buildings are grouped too closely together and there is an obvious lack of landscape gardening. The buildings, however, particularly the later ones, are otherwise well suited to their purpose, having fine light and space.

The patients are separated by sex and by mental grade. No court cases are accepted as Dr. Barr finds it impossible to maintain discipline if defective delinquents are mixed with the others. As it is he has great difficulty in keeping the sexes apart. While he has no legal right to hold patients against their wish, he does so in many instances and has three buildings, quite apart from the others for the custodial cases. There are also about 250 defective epileptics and some forty defective tubercular patients, these latter being cared for in a splendid new bungalow with open sleeping porches.

Dr. Barr from his long experience with the problem believes that:

1. Institutions should be limited in size and have no more than 1,200 patients so that the superintendent may know each case personally.

2. Institutions should be so provided that the different kinds of defectives could be cared for quite separately. Dr. Barr finds his medium grade the best helpers in caring for the idiots and believes that there is great value in keeping them together. But the moral imbeciles, delinquents and the epileptics should be detained separately.

3. The authorities should be given complete custodial power over all cases of actual mental deficiency.

4. This power makes it essential that the most serious attention be paid to the tests used in diagnosis. Dr. Barr considers the Binet test very dangerous in the hands of "half-baked" psychologists.

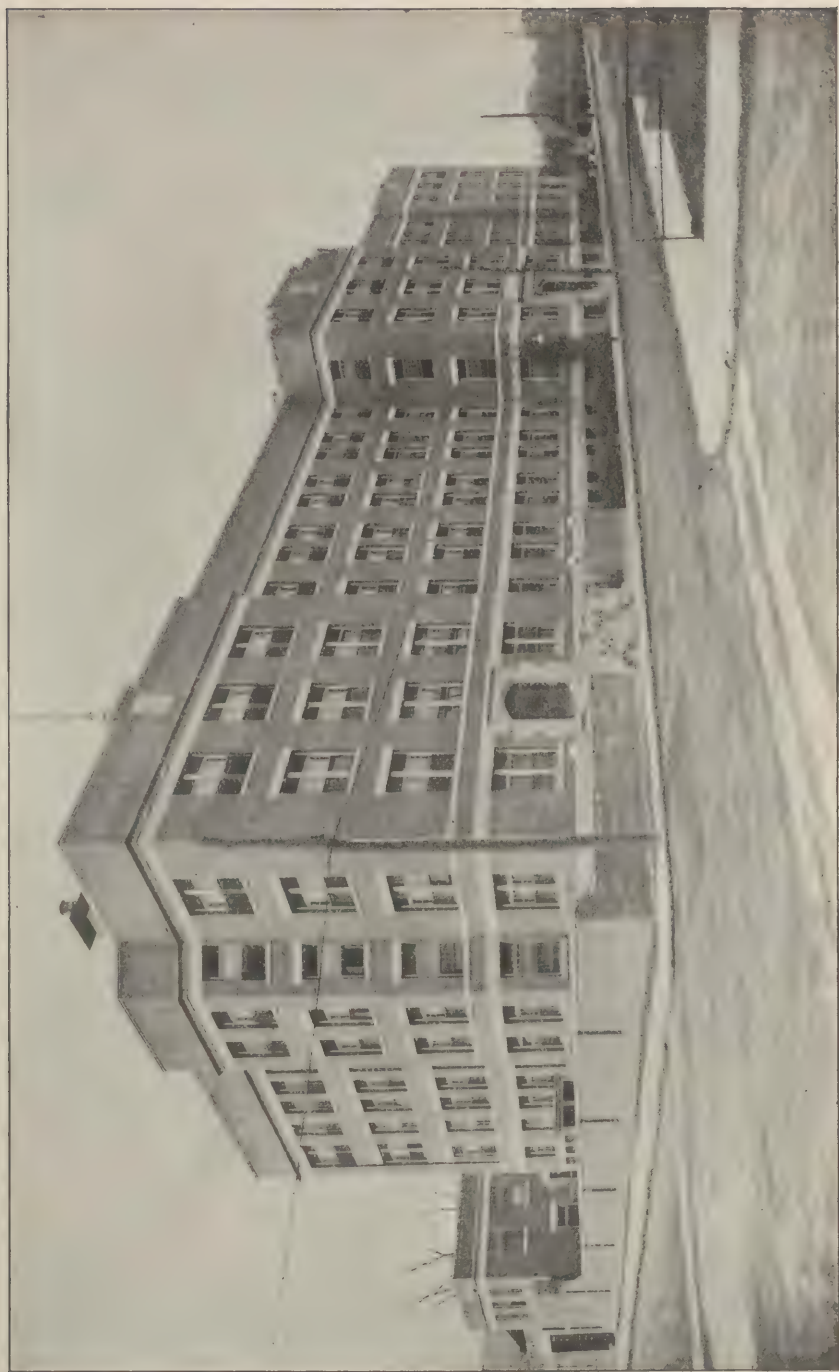
5. The authorities should be granted the right to sterilize the inmates, but such power must be given only to the highest type of medical officer. He himself performs the operation of vasectomy as often as he can secure the consent of the parents or guardians.

6. The education of mental defectives, even of the highest grades, may be a menace, for educated moral imbeciles are only armed by knowledge in their evil. He has very little faith in the system of ungraded classes in the public schools.

7. The detection and registration of the defectives should be as early in life as possible. Therefore he urges a law compelling physicians to register all infants who show symptoms of defect.

8. Every institution should be equipped with laboratories in which clinical and pathological research can be carried on. He himself is conducting inquiries into the stigmata of degeneration and heredity schedules for the Galton Eugenics Laboratory of the University of London, but is forbidden by his board from conducting other research.

9. Every institution should educate the defective to be as useful and orderly a citizen as he can but should be careful about merely aiming to make him of greater commercial value. He



Massachusetts Psychopathic Hospital, Boston





Massachusetts Psychopathic Hospital — Rest room







Massachusetts Psychopathic Hospital — Hydrotherapy room





Massachusetts Psychopathic Hospital — Operating room







Massachusetts Psychopathic Hospital — Out patient department



believes thoroughly in military drill, manual training, athletics, music, dancing, etc. He recommends that some system be devised whereby the high grade may be made semi-self-supporting without permitting him to leave the institution.

10. There should be a complete and continuous record of every mental defective in the State and a State wide system of registration and supervision. He recommends a chain of clearing houses to which children could be referred for examination. These should be under competent medical authorities, supervised by a non-political board, and should have a detention home where patients could be held under observation.

In an investigation of his own, Dr. Barr found that there were some 18,000 cases of feeble-mindedness in the State whereas there were only 2,700 in public or private institutions. These are the ones actually recorded by physicians, social workers, etc., but there would be many more were the census more scientifically made. He believes that the care and elimination of these unfortunates is distinctly a State problem and should not be left in the hands of private institutions and associations.

### *Report of Visit to Boston Psychopathic Hospital*

October 28 and 31, 1914

Conference between Dr. Max G. Schlapp, Commissioner, Mr. Richard M. Neustadt, Secretary, and Drs. Adler and Wellington of the Boston Psychopathic Hospital.

This is a new State institution developed as part of the Massachusetts State Hospital and fully equipped with the latest scientific appliances for the correct diagnosis of psychopathic conditions in cases both of amentia and dementia. In the outpatient department children are examined at the request of the courts, charities, schools, etc. The court has the right to commit a patient for observation for seven days and this can be extended to a period of thirty days, but as yet this power is being used only for the insane and for one or two peculiar cases of high grade mental defect. There are also laboratories where scientific research is being carried on in relation to the whole subject of mental defect from which many valuable data are expected.

Prof. Yerkes, the psychologist, has developed a variation of the Binet test, whereby instead of classifying the various ques-

tions in large groups only, he gives a certain number of points for each question and then has a key for a number of points of each large group. This new point system seems to be giving better satisfaction than the old, particularly with the high grade morons and the adults.

*Conference With Other Social Workers.*—Dr. Anderson, a graduate both of a medical school and of the post graduate department in psychology is now acting as probation officer of the criminal courts and making mental diagnoses of the confirmed offenders. This work is new, but Dr. Anderson believes it to be a pioneer undertaking which will show the way for a new development in criminal jurisprudence. At present, however, the work is not officially recognized by all the courts and is naturally handicapped thereby.

Judge Baker of the Juvenile Court sends delinquent children to the Psychopathic Hospital, which he believes to be splendid. He thinks there is still a need for further experimentation in various tests to develop those which can be used without disturbing the sympathetic relationship between the examiner and the delinquent boy who has not yet hardened into a criminal. He believes the diagnosis of mental defect to be of the greatest importance in work with juvenile offenders and feels it must be done only by the most expert physicians available.

Mr. Robert A. Woods, head of South End House, spoke of the need for continuing the development of State-wide provision for the mental defectives. At present it is estimated that there are about 10,000 mentally defective in Massachusetts and there is proper institutional provision only for 2,000, plus about 600 more, who are housed in the various almshouses throughout the State. He believes that one great part of this problem, which has not been emphasized sufficiently in the past, is the relation of mental defect, both as a cause and as a result, to alcoholism, vagrancy, inefficiency and poverty.

The State institution for alcoholics in Massachusetts proves that many of the confirmed subjects are defectives and that they need care similar to that given in custodial asylums.

Mr. C. C. Carstens, Superintendent of the Society for Prevention of Cruelty to Children, has just issued a report on the need of a program, which sums up this situation.



Wrentham, Mass.— Laundry

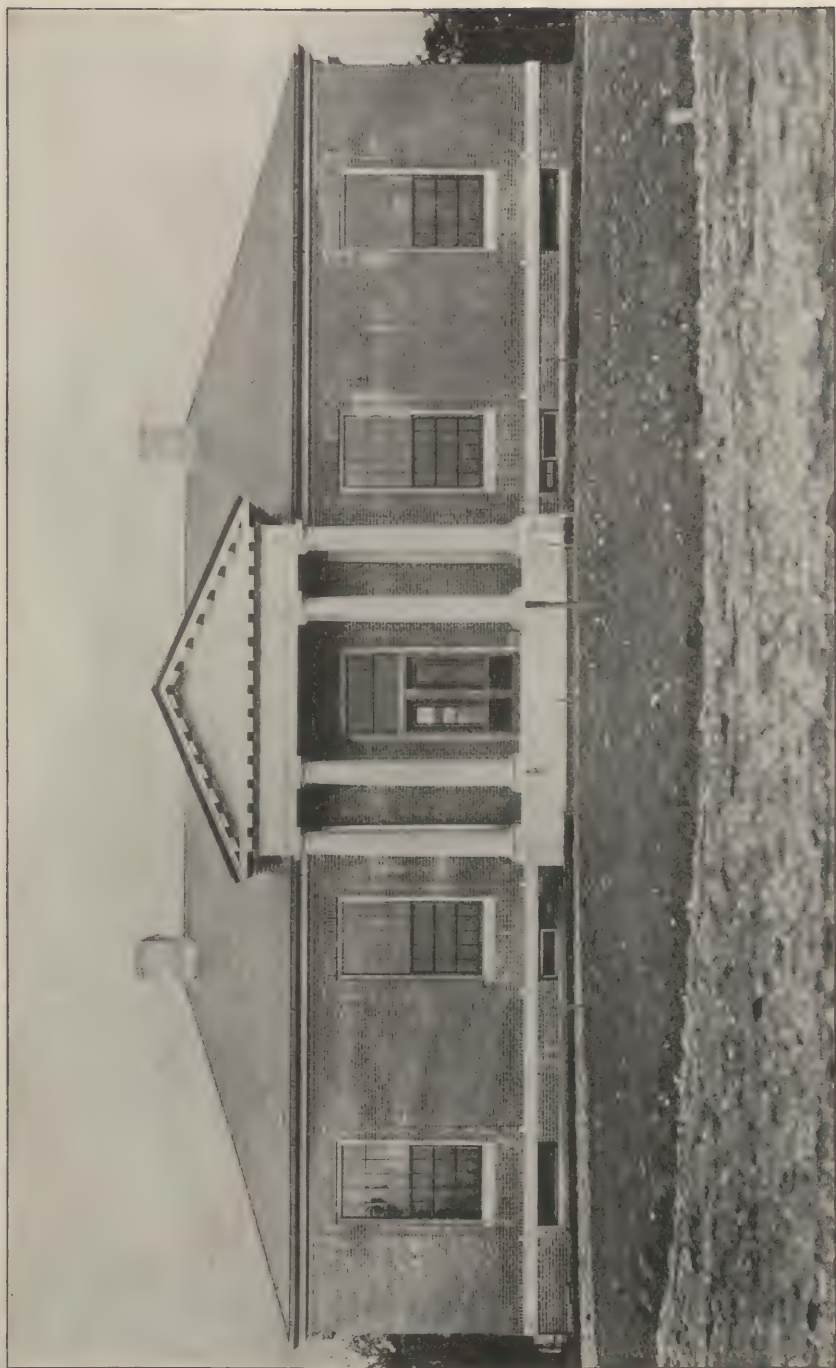






Wrentham, Mass.—Nurses' home  
Note use of unit of construction  
Similar to that at Waverly





Wrentham, Mass.—Office (unfinished building)







Wrentham, Mass.—Schoolhouse  
Note splendid light and ventilation



*Report of Visit to Wrentham State School for Feeble-Minded,  
Wrentham, Mass.*

October 29, 1914.

Conference between Dr. Max G. Schlapp, Commissioner, Mr. Richard M. Neustadt, Secretary, and Dr. Franklin H. Perkins, Assistant Physician in the State school.

The Wrentham State school is beautifully situated about twenty-five miles from Boston, and although seven years old has not yet fully reached its development. It has the advantage of having been planned from the very beginning by those who had received experience at Waverly, and when finished will be a model institution. It is developing a campus with a row of dormitories for girls arranged according to degree of mentality, a corresponding row of dormitories for boys and a central row of industrial and administrative buildings. The buildings are substantial and extremely well adapted to their purpose, the unit of construction as developed by Dr. Fernald being used with a few modifications. The industrial buildings are extremely modern and fine. As there is a great deal of building work being done on the grounds, the boys are performing a good part of the rough work, which is even more valuable to them than to the institution.

The usual forms of manual training and vocational training are carried on. There are now about 650 patients, but when finished the school will accomodate 1,500. Dr. Perkins emphasizes the need for separate provision for defective delinquents, particularly the girls for whom it is impossible to provide adequate supervision either in the average reformatory or the usual institution for the mentally defective. He also believes strongly that the research work now being carried on in the Massachusetts Psychopathic Hospital should be conducted in connection with institutions for the feeble-minded throughout the country everywhere, believing that a great deal of the mystery of defect can be ascertained gradually by scientific research. He feels very strongly against permitting those untrained in psychiatry to make an official diagnosis of feeble-mindedness, particularly as regards the higher grades.

*Report of Visit to Waverly.*

## Massachusetts School for the Feeble-Minded.

October 28, 1914.

Conference between Dr. Max G. Schlapp, Mrs. Dumphy, Commissioners; Mr. Richard M. Neustadt, Secretary and Dr. Walter E. Fernald, Superintendent.

Waverly is perhaps the most interesting institution in the country because of its historic development and because of the personality of Dr. Fernald, which dominates the work throughout. It is situated in a beautiful country about forty-five minutes from Boston and has the advantage of having rough stony ground. There are now 1,335 inmates, both boys and girls of all degrees of mental defect.

Dr. Fernald is a great believer in sense training, manual training and farm work and has developed a splendid curriculum beginning with the young children with the various methods of sense development, leading up gradually to a high degree of technical excellence in industrial work. One feature of this work that is unique and very worth while is that all the work done in the various departments is actually used in the institution and is ordered as it is needed. For instance, the superintendent will order so many suits of clothing from the sewing room, so many pairs of stockings or sweaters from the knitting room and so many brushes from that department. From this Dr. Fernald believes he gets in the patient the sense of doing work that is really of value.

With his lower grade defectives he has had great success in placing them on the rough stony soil and making them clear it up, and plow it so that it becomes productive.

Some years ago, the State turned over to him a large tract of 2,000 acres of such ground at Templeton, about ninety miles from the institution and there he has placed about 300 boys, who have received training in the school and are doing marvelous work in making that ground available for farm produce. Under the Binet test these "colony" boys all proved under 10 years of age, the majority being 7 and 8 and some being as low as 2 and 3.

Dr. Fernald has worked out the unit of a building 30x40x100 with windows on three sides, which is adaptable to almost any





Massachusetts Training School, Waverley, Mass.—Low grades handling stones near North home  
No longer community liabilities

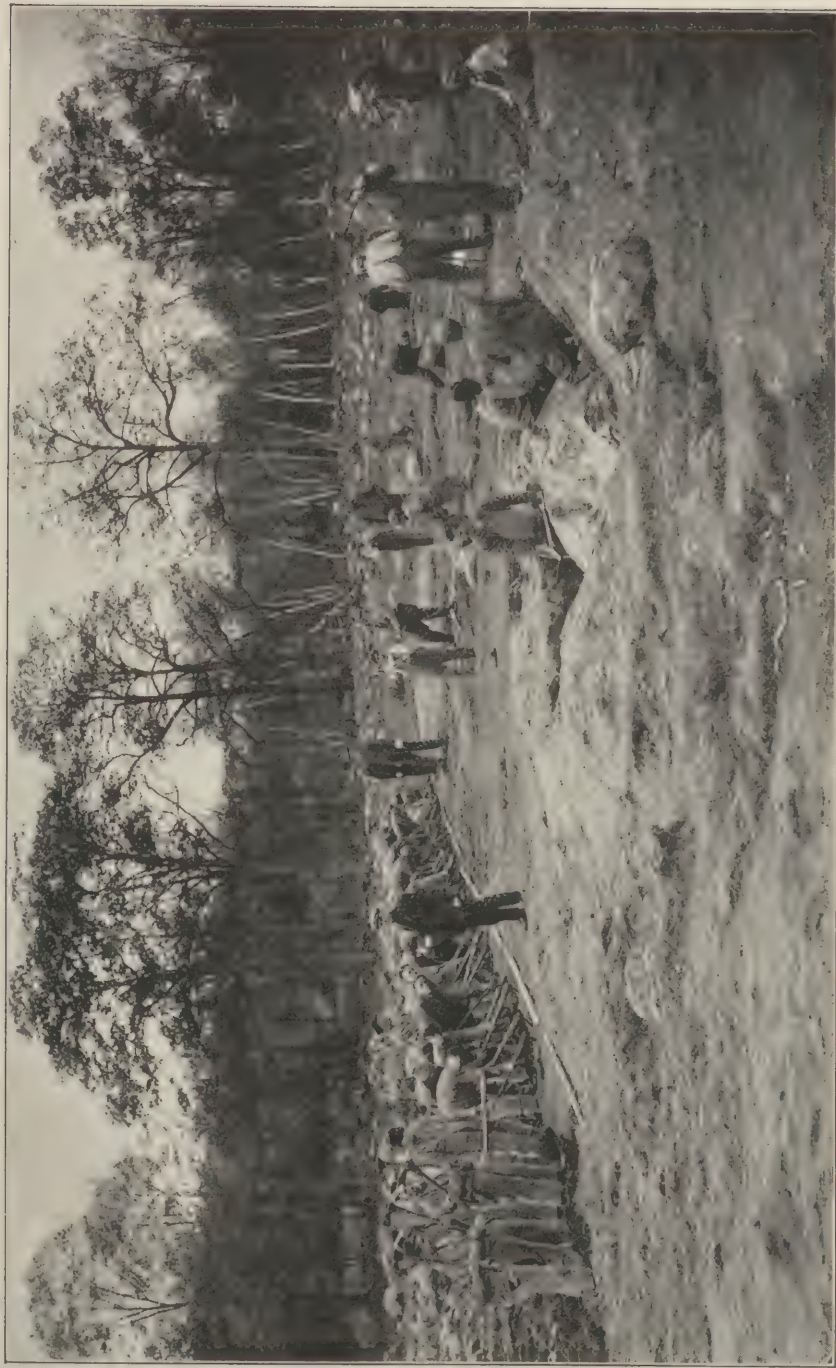






Massachusetts Training School, Waverley, Mass.  
The Seguin system of sense training





Massachusetts Training School, Waverley, Mass.—Clearing ground of stones and tree stumps  
Idiots and lowgrade imbeciles leading happy and useful lives







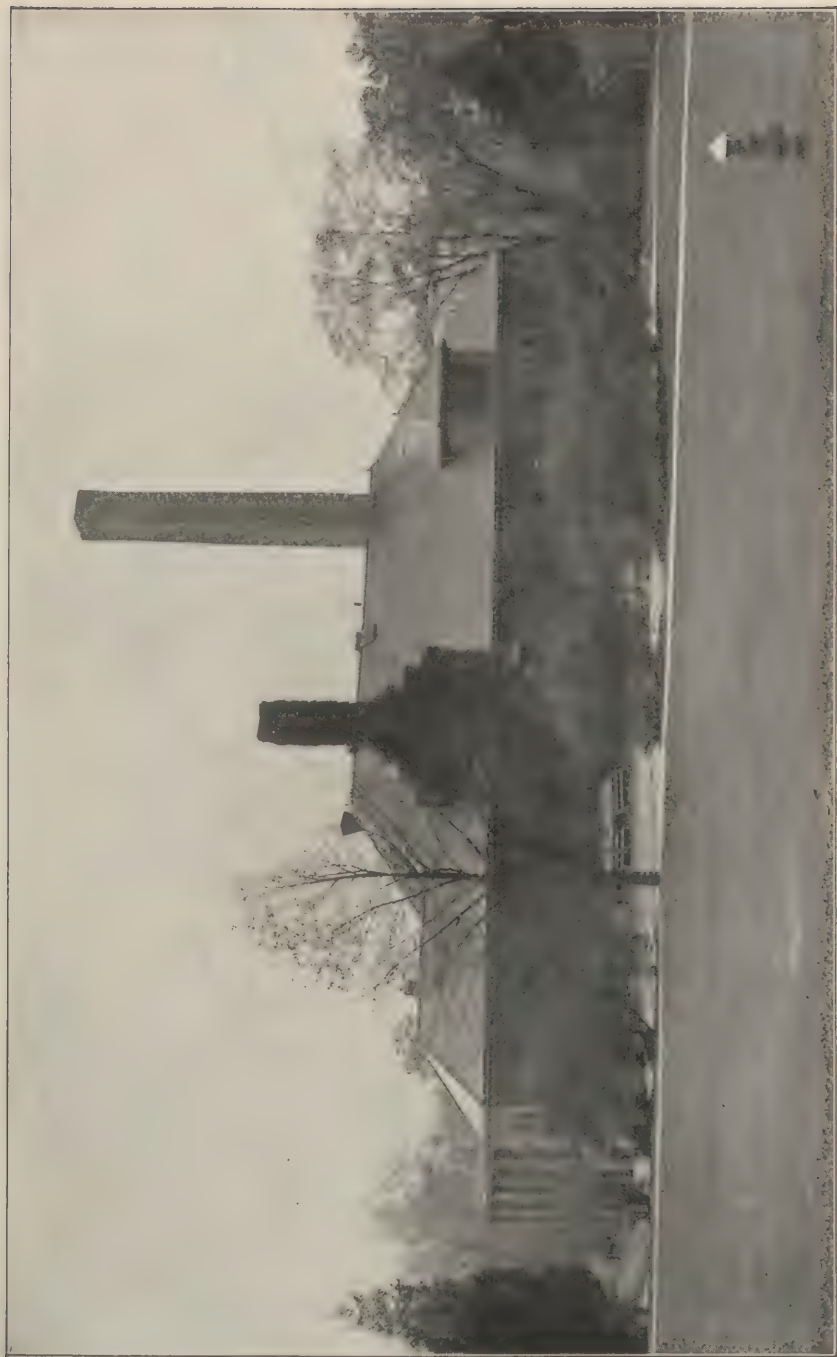
Massachusetts Training School, Waverley, Mass.—Nurses home





Massachusetts Training School, Waverley, Mass.—Nurses home





Massachusetts Training School, Waverley, Mass.—Laundry







Massachusetts Training School, Waverley, Mass.—Administration building





Massachusetts Training School, Waverley, Mass.—North home for lowgrades, stone piazzas  
Note simplicity and utility of construction







Massachusetts Training School, Waverley, Industrial building A thoroughly equipped vocational school





Massachusetts Training School, Waverley, Mass.—Infirmary yard  
Note large French windows





Massachusetts Training School, Waverley, Mass.  
Knitting room, splendidly equipped







Massachusetts Training School, Waverley, Mass.—Small boys slayd





Massachusetts Training School, Waverley, Mass.  
Sewing room for beginners







Massachusetts Training School, Waverley, Mass.—Domestic science department



purpose and serves as the basis for all buildings at Waverly and is now being imitated at the State institution at Wrentham. The buildings are all excellent in construction, solid in appearance, costing only between three and four hundred dollars per bed and house 105 patients each.

Dr. Fernald is a strong believer in the theory of having a separate institution for the defective delinquent, which should be built separately for each sex. For the dependent defective, however, he believes that the institution should hold both sexes, proper provision being made, of course, by separation of buildings and sufficient chaperonage to prevent trouble. The normal community life should be continued as far as possible within the grounds of the institution.

Dr. Fernald believes strongly that we need more scientific methods for determining mental defect, particularly among the high grades and this should be done by physicians of the highest type in such institutions as the Psychopathic Hospital. The schools, he affirms have a great function to play in the total program for the care of the mentally deficient, but the detection and diagnosis of the scientific conditions of school children should be made by specialists under separate State supervision. Distinctly feeble-minded children should have full twenty-four hour protection with an outdoor life, which is possible only in a good institution.

*Report of Visit to the New Jersey State Institution for Feeble-Minded Women \**

December 5 and 6, 1914.

Conference between Dr. Madeleine A. Hallowell, superintendent; Dr. Max G. Schlapp, commissioner; and Richard M. Neustadt, secretary.

The State Institution for Feeble-Minded Women is situated on an acreage of 150 acres of flat land and at present accommodates 450 inmates. The buildings are of excellent construction and though they each accommodate 100 patients there is everywhere that spirit of freedom and spontaneity that generally results from a smaller grouping. The old building, at present used as an administration office and dormitories, is overcrowded and on the

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\* By act of the Legislature of 1915, this institution now admits defectives of both sexes and all ages.

third floor the slanting roof cuts off much light from the sleeping quarters. In all but one of the dormitories, however, there are windows along both sides of the room thus guaranteeing sufficient ventilation for even the surplus number of beds now in use. This congestion will be relieved by the completion of the new building this spring.

A new hospital building has just been opened that is admirably equipped for all sorts of clinics, and therapeutic treatment and has a splendid operating room and pathological laboratory. Dr. Hallowell is herself conducting interesting and important research in the etiological conditions found in mental deficiency. The two lower floors are used for the low grade cases and the upper floor for those requiring medical treatment.

Much attention is paid to organized recreation. All inmates from the youngest to the oldest are trained in the gymnasium in calisthenics and drilling; dramatics, music and dancing are also emphasized.

The newest building has been set apart for defective delinquents and for an observation station for all new inmates. It has iron bars on the windows that are decorative, as well as deterrent in their effect. The doors of all rooms have large glass panes on top and in the private rooms where the serious offenders are kept there are small iron scrollwork bars over this glass. Dr. Hallowell uses no restrictive measures other than tying the refractory girls in bed by the sheets, and prolonged baths. She has had but little serious trouble and feels that the most of it can be obviated by hard work and wholesome recreation. She believes however that ideally the defective delinquents should be cared for in a separate institution, for their own good and that of the others.

The building is particularly attractive in construction, being built on a three unit basis. The two end wings of the large room are used either as day-rooms or dormitories with beautiful fireplaces, lighting effects and excellent ventilation, windows being on all three sides. The middle corridor, between these wings has small rooms for individual inmates, who for reason of temporary illness or delinquency must be separated from the others. As is the cost of all the other buildings, the price per bed was very low, amounting in this case to approximately \$450 per bed. The



State Institution for Feeble-Minded, Vineland, N. J.—Hospital  
A beautifully built and splendidly equipped plant

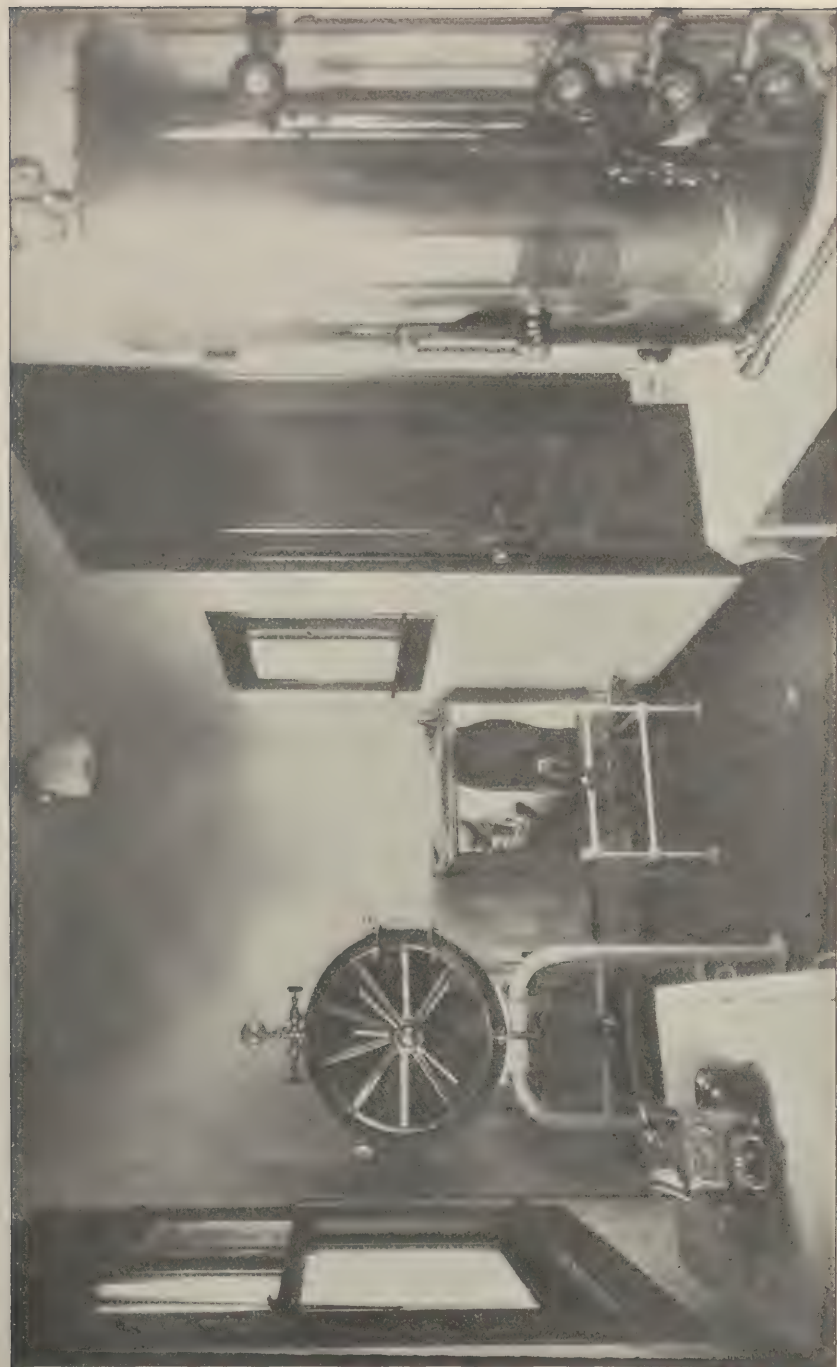






State Institution for Feeble-Minded, Vineland, N. J.—Laboratory





State Institution for Feeble-Minded, Vineland, N. J.—Sterilizing room in hospital







State Institution for Feeble-Minded, Vineland, N. J.—Operating room in hospital





State Institution for Feeble-Minded, Vineland, N. J.—Hydrotherapy room in hospital  
Splendid modern equipment





State Institution for Feeble-Minded, Vineland, N. J.—Hydrotherapy room in hospital







State Institution for Feeble-Minded, Vineland, N. J.—Rest room next to hydrotherapy room





State Institution for Feeble-Minded, Vineland, N. J.—Reading room in new building







State Institution for Feeble-Minded, Vineland, N. J.—New building for dormitories, etc.  
Note attractiveness and simplicity of construction





State Institution for Feeble-Minded, Vineland, N. J.—View in front of administration building





State Institution for Feeble-Minded, Vineland, N. J.—View in front of west wing, administration building







State Institution for Feeble-Minded, Vineland, N. J.—Washroom, new building





State Institution for Feeble-Minded, Vineland, N. J.—Shower bathroom in hospital







State Institution for Feeble-Minded, Vineland, N. J.—Dormitory in new building

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Legislature of 1914 was particularly generous to this institution and there is good promise of the full budget request being given this year so that the plans for the completion of the institution will be carried far into effect.

Dr. Hallowell believes strongly that the State should change the charter of this institution and admit both sexes to the asylum. A bill to this effect will be re-introduced this spring. If this is passed, it will necessitate the purchase of more land, so that in the future the sexes can be separated in the one institution, and will probably lead to the development of a separate institution for male defective delinquents. At present, the State is providing for the male defectives either in the county hospitals and poor-houses or by boarding them at the private institution, known as The Training School, also in Vineland.

Dr. Hallowell believes that as far as control is concerned the State must have its own agencies to handle this entire problem and should only draw upon private resources in extension of its own. Dr. Hallowell further believes in the absolute necessity of the establishing of a system of clearing houses or psychopathic clinics throughout the State and is herself endeavoring to establish several under private auspices.

She has at present several pitiful cases of girls, who have been committed to her institution for the entire child-bearing period, who are not at all defective. These she has finally released from the court order and is now employing them in her service, pending their return to the community. The continual possibility of such a social crime as the commitment of a normal child to an asylum for defectives is proof sufficient for the dire necessity of the establishment of a method of uniform scientific diagnosis which shall precede all commitments. She believes, further, that the State should provide proper laboratory facilities which shall work in close conjunction with the institutions and with these clinics of making studies concerning the various types of mental defect and the possibilities of treatment.

*Report of Visit to the Training School at Vineland, N. J.,  
December 5 and 6, 1914*

Conference at the Training School on December 5 and 6, 1914, between Dr. Max G. Schlapp, Commissioner, and Mr. Richard M. Neustadt, Secretary; and Prof. Edward R. Johnstone, Superintendent of the Training School and Dr. Henry H. Goddard, Director of Research.

The training school is the largest private institution in the country and has always stood in the foreground in the progressive movements looking toward the better care and more scientific study of mental deficiency. It now has a population of approximately 480 and has an acreage of 800 acres around the institution proper, and also has established a colony at Menantico, about two miles distant from the institution, where some forty boys are living in rough home-built concrete bungalows and are employed in clearing up the scrub-oak underbrush on some 500 acres. Another smaller colony has been begun in Burlington county and at present twenty boys are living there.

A great majority of cases are sent to the Training School by the State authorities who use it as their custodial asylum for male defectives and for their training school for the younger children of both sexes. The State pays \$300 a year for the maintenance of every state case.

The campus of the institution is strung out in three directions and with the exception of one large building, which holds 100 patients, most of the dormitories are of the cottage style, holding anywhere from fourteen to forty inmates. The larger cottages cost approximately \$450 per bed on the average. The three smaller ones, which were originally built for the use of the teachers who come to the school in the summer, are now used as dormitories for thirteen patients each, and cost only \$200 per bed. It is questionable, however, whether this low cost has not been attained at the sacrifice of some of the necessary comforts, since the buildings are old and in many instances not up to the modern standard of light and sanitation.

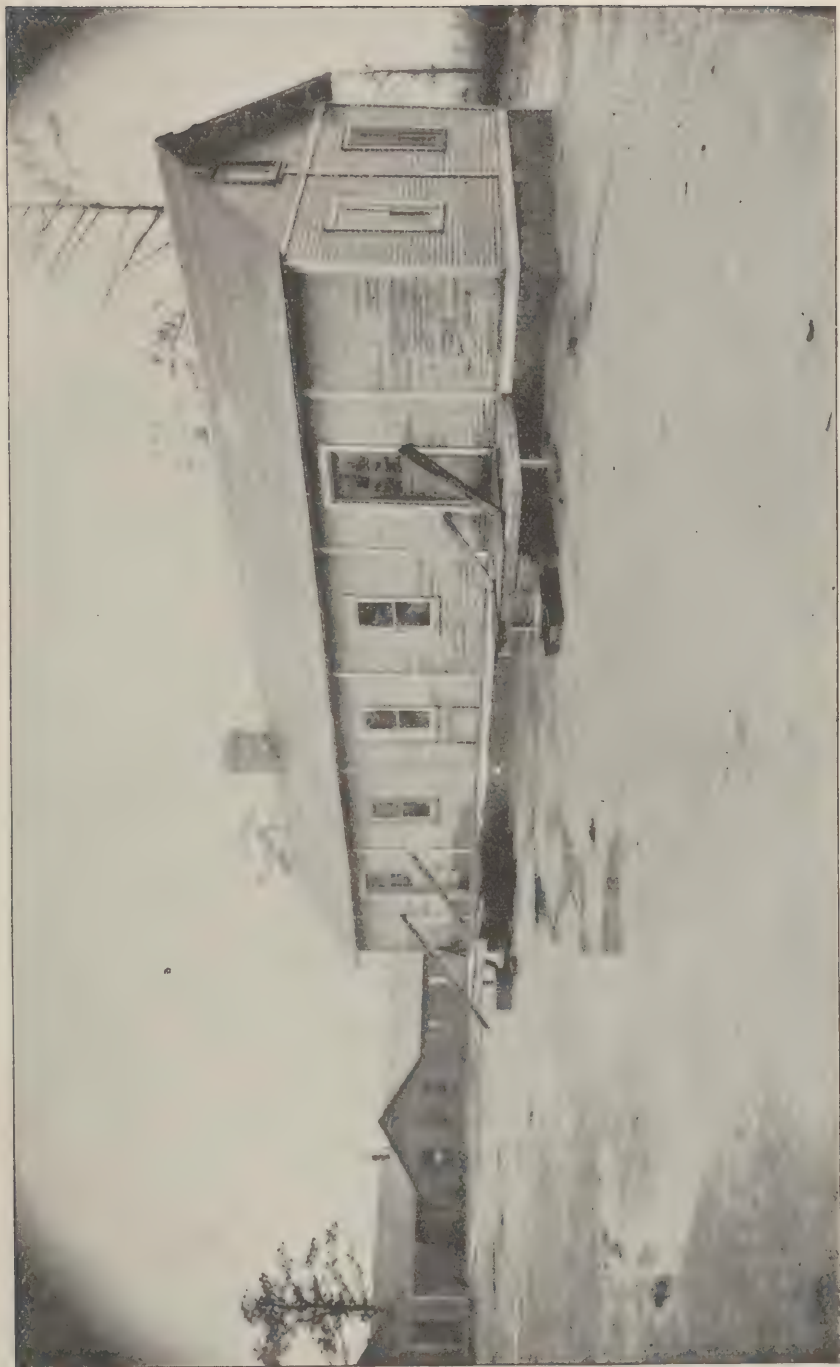
Much attention is given to the recreational side and to the industrial as well. There is a great deal of individual freedom and personal contact between the faculty and the patients. A great deal of psychological research has been conducted, many heredi-



The Training School, Vineland, N. J.—Dormitory







Menantico Colony of the Training School, Vineland, N. J. - Mess hall  
Simplicity carried to the extreme





The Training School, Vineland, N. J.—Simple economical dormitories used in summer for students







The Training School, Vineland, N. J.—Old dormitory and modern cottages





The Training School, Vineland, N. J.—Dormitory.





Menantico Colony of the Training School, Vineland, N. J.— Land before being cleared







The Training School, Vineland, N. J.—Work that is play





Menantico Colony of the Training School, Vineland, N. J.—Dormitory A in main building







Menantico Colony of the Training School, Vineland, N. J.—Dormitory B in main building





Menanico Colony of the Training School, Vineland, N. J.—Making the road (lowgrade imbeciles)

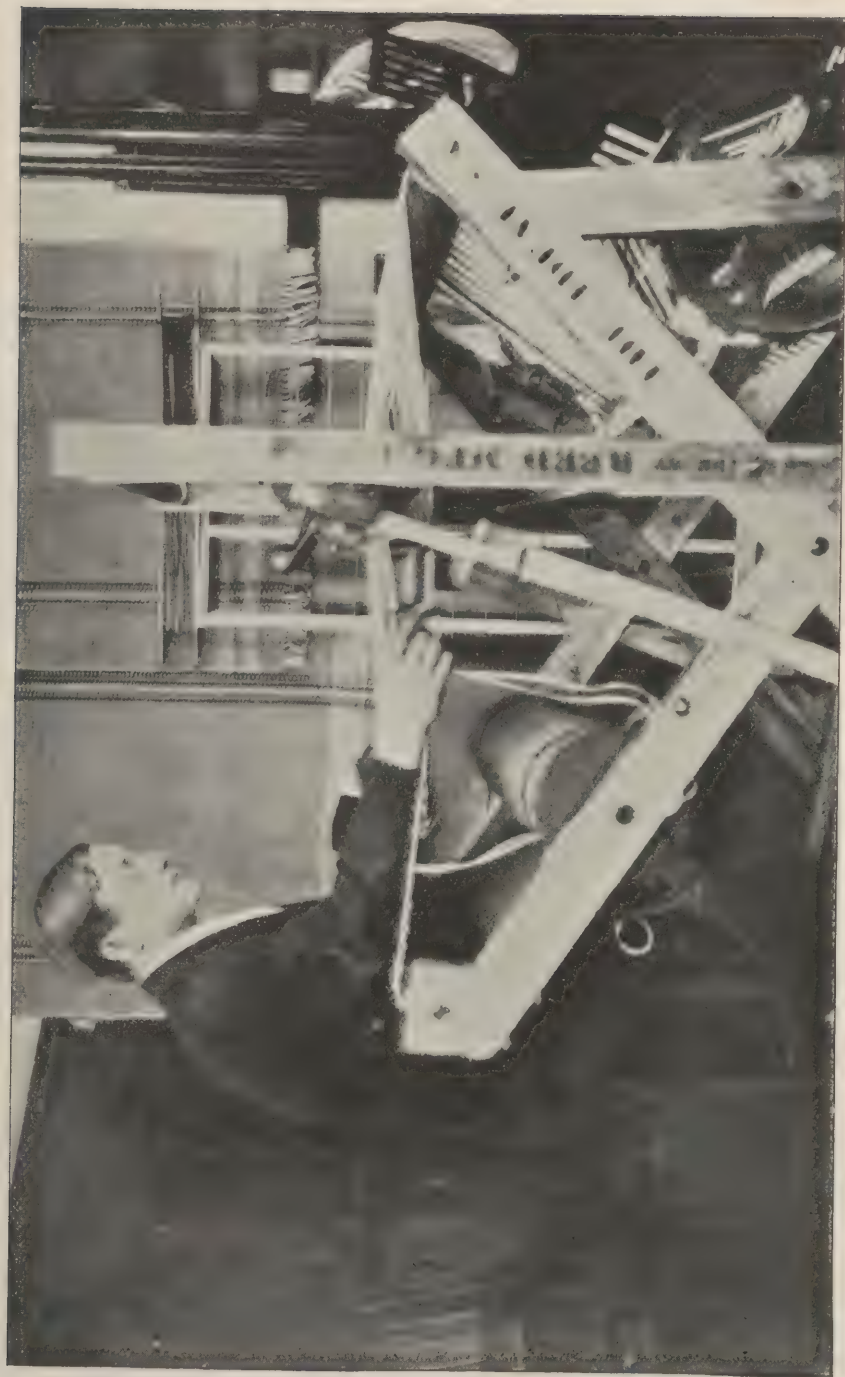




Menantico Colony of the Training School, Vineland, N. J.—Pleasurable and profitable (low-grade imbeciles)

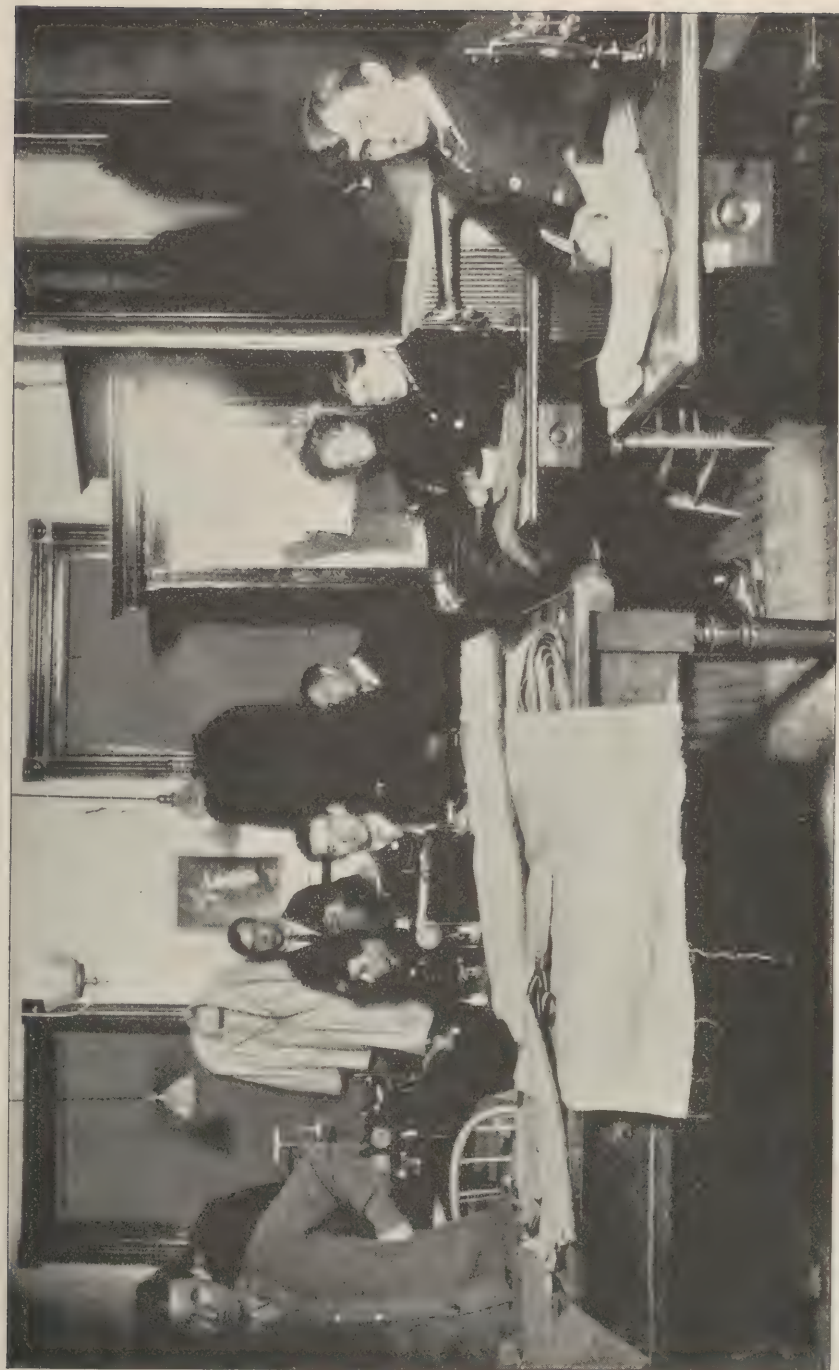






The Training School, Vineland, N. J.—Rug-making





The Training School, Vineland, N. J.—Cutting material for clothing







Menantico Colony, The Training School, Vineland, N. J.—Driving home





Menantico Colony, The Training School, Vineland, N. J.—Main building for dormitories A and B, etc.  
Temporary movable cottages





Menanico Colony, The Training School, Vineland, N. J.—Now used as home for colony superintendent







Menantico Colony, The Training School, Vineland, N. J.—Plowing





The Training School, Vineland, N. J.—Work in the field







The Training School, Vineland, N. J.— School building



tary studies of families of defectives have been made, and some pathological research is carried on.

When a child is admitted he is carefully studied from every view-point and then his case is reviewed at a meeting of the twelve heads of departments and the Superintendent with all the facts at hand relative to his mental age, development and interests. He is then classified and placed among other children of the same characteristics. With the low-grade children this classification is identical with that of mental age itself, but among the higher grade children this differs from the Binet classification and is considered by the authorities to be a better method.

At the colony at Menantico, the institution began with a few portable houses partitioned to make the necessary space for dormitories, kitchen and eating room. The boys were set to work clearing the land and making concrete blocks for their own new buildings, which are being put up as fast as material is available. The accommodations are not such as are desirable in an ideal plan of colonization for economy has been pushed too close to the point where comfort and even health is endangered. The Superintendent himself says that colonies should not be begun until permanent accommodations, which while economical are also comfortable, are prepared.

Prof. Johnstone does not wish his institution to grow any larger and because of the fact, he is not seeking any further admissions of patients to his institution, and he cannot by law receive any appropriations from the public treasury for improvements or extensions. He is able to take a strong stand in the community and force the legislature to a realization of the responsibility in the care of the mentally deficient.

*Report of Visits of Richard M. Neustadt, Secretary, to the  
Authorities of Rochester, Buffalo and Toronto*

November 14-15, 1914

Miss Edith A. Scott, in charge of the special class work of Rochester public schools, believes that school work of this kind, is at best, a makeshift, and that most of the cases are clearly institutional in nature. However, since there are not institutions enough to care for the defective children in the community, it is necessary

that the schools do something at least for the cases where certain limited progress can be made. She hopes, in time, that the school system of Rochester will have a farm school nearby where these defective children, particularly the boys, can be sent for rougher vocational training for which they are, perhaps, best fitted and where their best chance lies to earn their livelihood if the State permits them to retain their liberty.

Children in the public schools of Rochester who fall behind in the school work do not come to the attention of the proper authorities until they are 9 or 10 years of age. They are then given special attention and if they are three years behind their classroom work, they are examined physically and psychologically by the Medical Inspector of the Child Study Laboratory, which is under the Department of Public Instruction. If found mentally defective, they are placed in a special class where they are given manual training and kept until 16 under the law and often retained longer than that with the consent of the parents. The hope is that some day these classes will be known as the "reclaiming classes" where the children can be kept for observation and those who are really defective may be sent to institutions and all others who may in any way be helped may be given even more individual attention than they are at present receiving and gradually be assisted back to normality.

The records of the Department show clearly the enormous expenses involved in this matter of educating the defective child and of then releasing him to the community untrained for self-support and self-control. Thus, it is now costing to educate or care for the children in these special classes \$67 per child, which is far above the average cost of individual education of the normal child.

It was particularly interesting that on the morning of the visit, three children who had just left the special classes last June, had been arrested for burglary and because of the fact that they were over 16 had been arraigned in the criminal courts. Miss McGuire, who has been the assistant in this department since its inception, states that she knows personally "all who have graduated" from these special classes and none has made good. Some are not breaking any laws, and are even managing to secure

a small, scanty livelihood, but it is the sort of work that is unsteady and in the long run proves a social menace.

The Child Study Laboratory is fast becoming the psychopathic clinic not only for the public school system of Rochester but also for the juvenile court and for private social agencies. Miss Scott, however, feels that eventually this work will become so specialized and so large in volume that it would prove much more economical and efficient to have such a clinic in State hands and under uniform control apart from any department of the Municipal Government. She believes that the care of the mentally defective is distinctly a State problem and that the State must not only provide further institutions, but also create machinery for the proper scientific diagnosis and research.

Judge Stephens of the Juvenile Court believes, on the other hand, that the State's function stops with its provision for institutional care and that particularly in the smaller cities of the State there is no need for any further machinery for the mental diagnosis of suspected cases of feeble-mindedness other than that which is now being provided for by the school systems. In the special border line cases he calls upon expert physicians who volunteer him their services.

Mr. Kinney, the probation officer of the Children's Court feels that the two essential things that must be taken up at once, and preferably under State control, are a registration bureau for mental defectives and the establishment of further institutional provision. He has been in this probation work for many years and has many cases in which he is now dealing with juvenile defenders who are the children of criminals with whom he dealt a generation ago. Many of them he believes to be feeble-minded.

The cost to the community for attempting to patch up the harm done by these degenerate families is, in his opinion, infinitely greater than that which would have provided custodial care for the original defectives.

*Buffalo — Interview with Dr. George E. Smith, Supervisor of Special Classes and with the Nine Teachers who are in Charge of the Special Classes*

In direct contrast with the Rochester system, Buffalo schools are



sending all their cases of suspected mental defect to the department of health, which is examining all special cases for the entire city and thus gradually becoming a psychopathic clinic.

The lowest grade of defectives is refused admission to the schools as they are not able to handle them and in consequence the children in these special classes are all high grade imbeciles or of the moron type. All of the teachers have had training in treating defective children and are very keenly interested in the whole problem. They are unanimous in stating that care of the defective is a State problem and should be dealt with by custodial institutions, but as long as the State does not provide such care the schools must make more scientific provision than they have at present for the vocational instruction of the subnormal children. While entirely satisfied with the work of the Department of Health, they feel there is a real need for the establishment of a special State psychopathic clinic, both for the diagnosis of mental defect and for research into its causes. They believe that if such an institution were under State control and it was compulsory to register there all cases of mental defect in the community, the State would be forced to provide more custodial asylums. The teachers feel it is particularly important and valuable to follow up each individual case in the home, but find it impracticable to do so as the work in the class room is extremely taxing and prevents them from going to the home when the parents are there. They therefore recommend a system of home and school visiting with a social worker attached to each school or group of schools to visit and change, if possible, the home environment that is so great a factor in retardation.

The children have cocoa served to them in their class room and in the districts where there is great poverty are also given lunch. It is hoped, however, that eventually there will be a simple school specially planned for the feeble-minded children where they will be given their meals and will be kept late in the day and all year around. This building will be designed particularly for vocational instruction and will be of such practical value as to make the parents glad to send their children there. It is not felt that there will be any stigma attached to such a building, particularly in a small city like Buffalo.

Mr. Frederick Almy of the Charity Organization Society stated that the Committee on Mental Hygiene had done a great deal of

work on this subject and was very desirous of placing themselves at the disposal of this Commission. The most active member of this Committee is Dr. Matzinger of the Buffalo Psychopathic Hospital, who has already given his material to Dr. Hall.

*Conference with Dr. Helen MacMurchy, Inspection of the Feeble-Minded in the Province of Ontario*

In Canada a law has been passed similar to that in England following the report of the Royal Commission. This law gives the provincial authorities custodial power and provides for institutional care. Also, under a bill passed this year, the auxiliary classes in the public schools were ordered established and placed under the supervision of the Minister of Education.

To my knowledge, this is the only place on this continent where a special legislation has been made respecting such classes. The Act is very complete and detailed and permits of the erection and equipping of special schools or auxiliary classes in special schools where mentally defective pupils can be given special education and can even be housed under custodial power until they reach the age of twenty-one. Such children are under the inspection of not only the board, but of the Inspector of Auxiliary Classes and of a duly qualified medical practitioner "who may be an officer of any department of the Government to be Inspector of Auxiliary Classes under the authority of the Minister of Education."

Dr. MacMurchy feels very keenly the necessity for having some uniform system of investigation, diagnosis and treatment for all cases of mental defect in the community, but is doubtful whether such a system should be too far divorced from the educational authorities of the community.

She believes theoretically that the school authority should be given charge of all such cases of those defectives under twenty-one years of age and that a system of registration should be begun so that the cases would be dealt with even earlier than school age. The only test that can be used for those who are above the grade of idiot and imbecile, is the community test, but that when after careful experiment and individual training has been afforded a high grade child it is determined that he or she cannot become a self-supporting and self-respecting member of society, custodial care must be given him for life in order to protect society.

Sterilization is of doubtful value and it is a questionable right under the Constitution. Pending therefore the erection of sufficient institutions for the segregation of all defectives, the school system must be developed to the point where it can care for all high grade cases and fit them insofar as it is possible for partial self-support.

### *Visits of the Commission to New York State Institutions*

The Commission visited in New York State the Rome State Custodial Asylum, the Syracuse State Institution for Feeble-Minded Children, the State Custodial Asylum for Feeble-Minded Women at Newark, N. Y., and the Craig Colony for Epileptics at Sonyea. Reports of the visits and recommendations concerning the institutions are given below.

### *The Recommendations of the State Board of Charities*

This Commission, generally speaking, approves the recommendations of the State Board of Charities for appropriations to the State institutions for the mentally defective and the epileptic, at Syracuse, Newark, Rome, Thiells and Sonyea. This situation, so far as lack of facilities is concerned, is so serious that the Commission approves the further recommendation of the State Board of Charities that the question of a bond issue, whereby to raise the moneys necessary to meet the needs of the situation, be submitted to the people of the State for their determination. The Commission believes that the expenditure of moneys for this purpose will be found more immediately profitable to the State than any like expenditure for barge canals, good roads or any other purpose.

### *Report of Visit to the State Custodial Asylum For Feeble-Minded Women at Newark, N. Y.*

October 22, 1914.

On the visit of the commission to the State Custodial Asylum for Feeble-minded Women a conference was held between Mr. Robert W. Hebbard, Mrs. Mary C. Dunphy and Dr. Max G. Schlapp, Commissioners, Mr. Richard M. Neustadt, Secretary; Dr. Stephen Smith and Major Daniel Waite Burdick, Commissioners of the State Board of Charities; Mrs. Sarah F. Armstrong, Mrs. Gertrude Moss, and Dr. Nicholas L. McDonald, Managers



State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Group of buildings







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Group of buildings





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.  
A homelike dormitory





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.  
Half way between a home and a barracks







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.  
Side view of dormitory





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.  
Cottage style dormitory

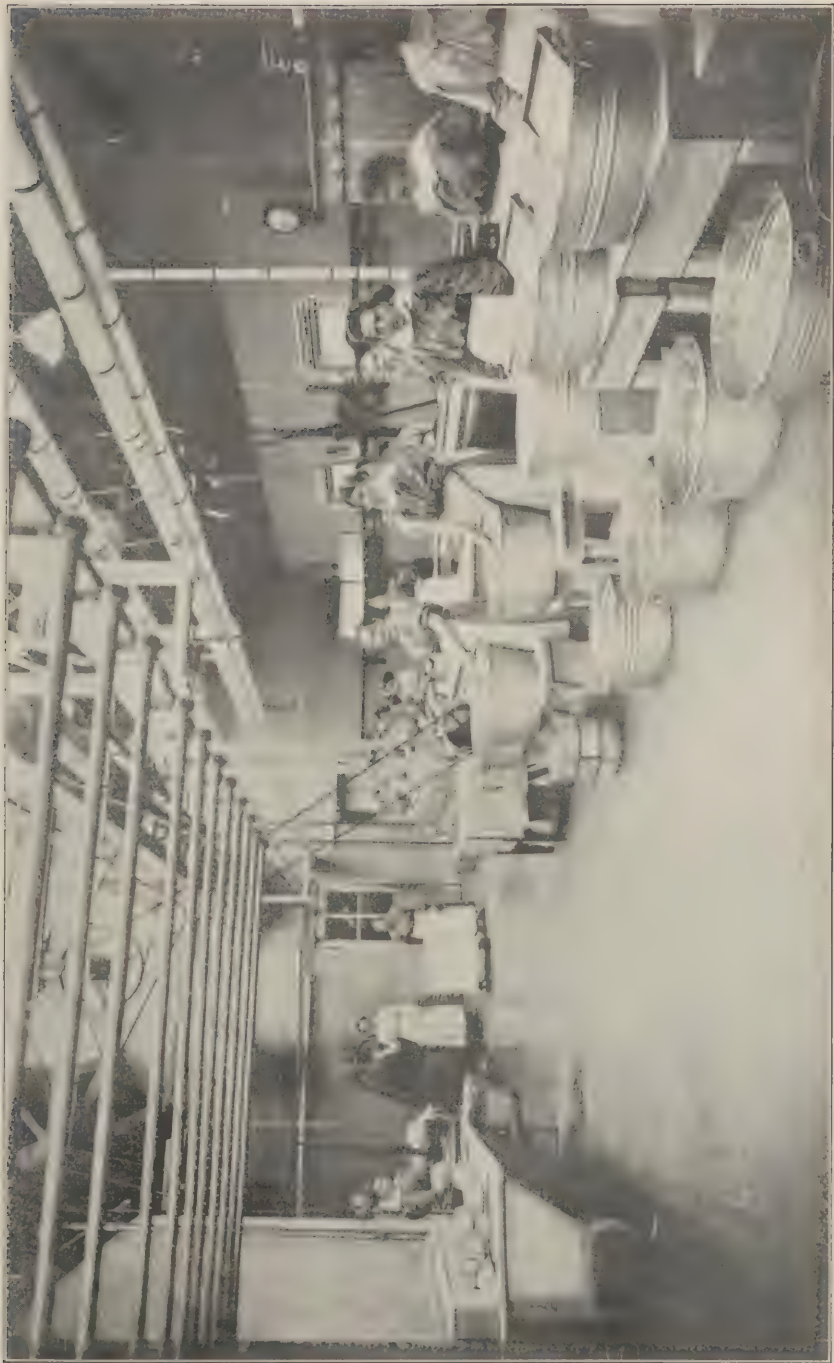






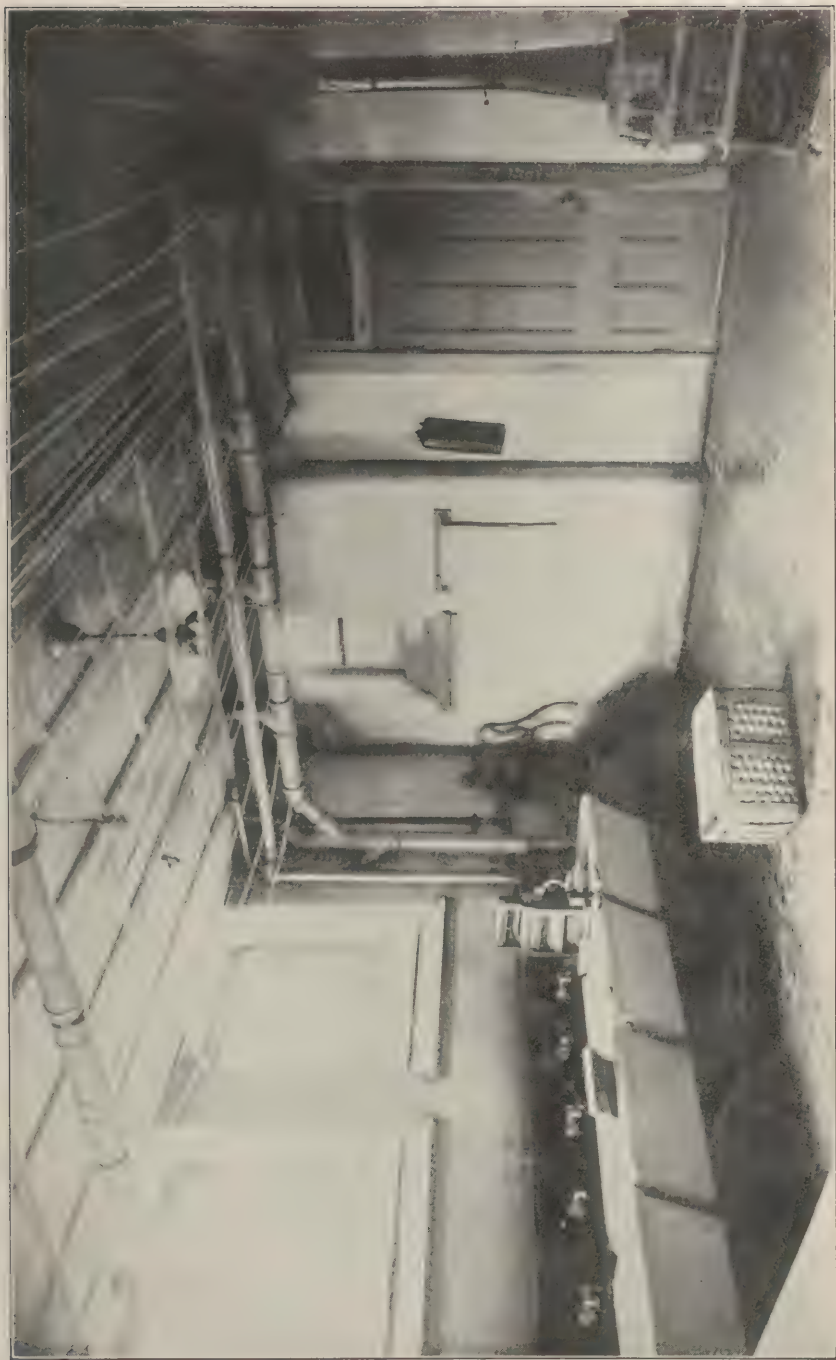
State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—  
At work in Industrial building





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Laundry

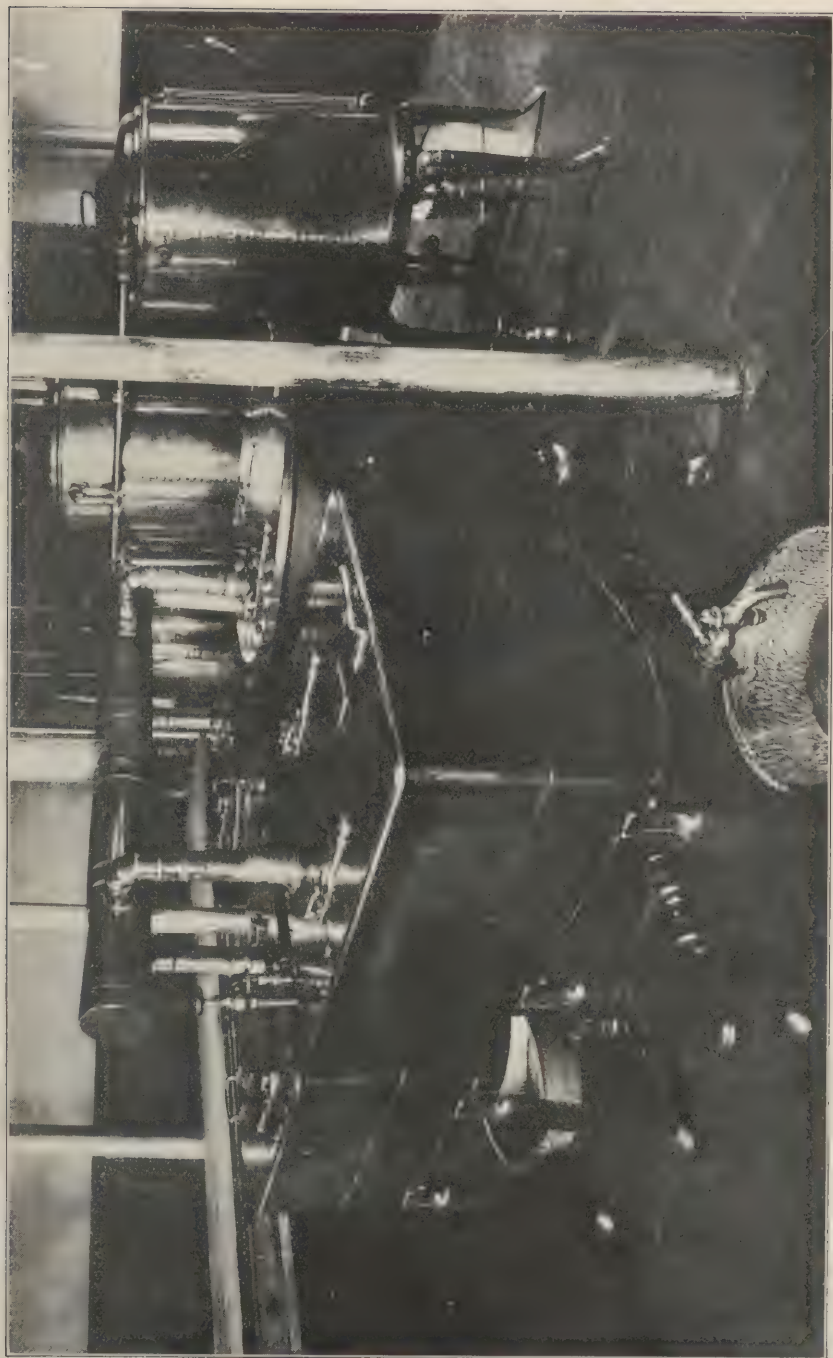




State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Primitive washroom.







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Crowded kitchen





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y. — Embroidery

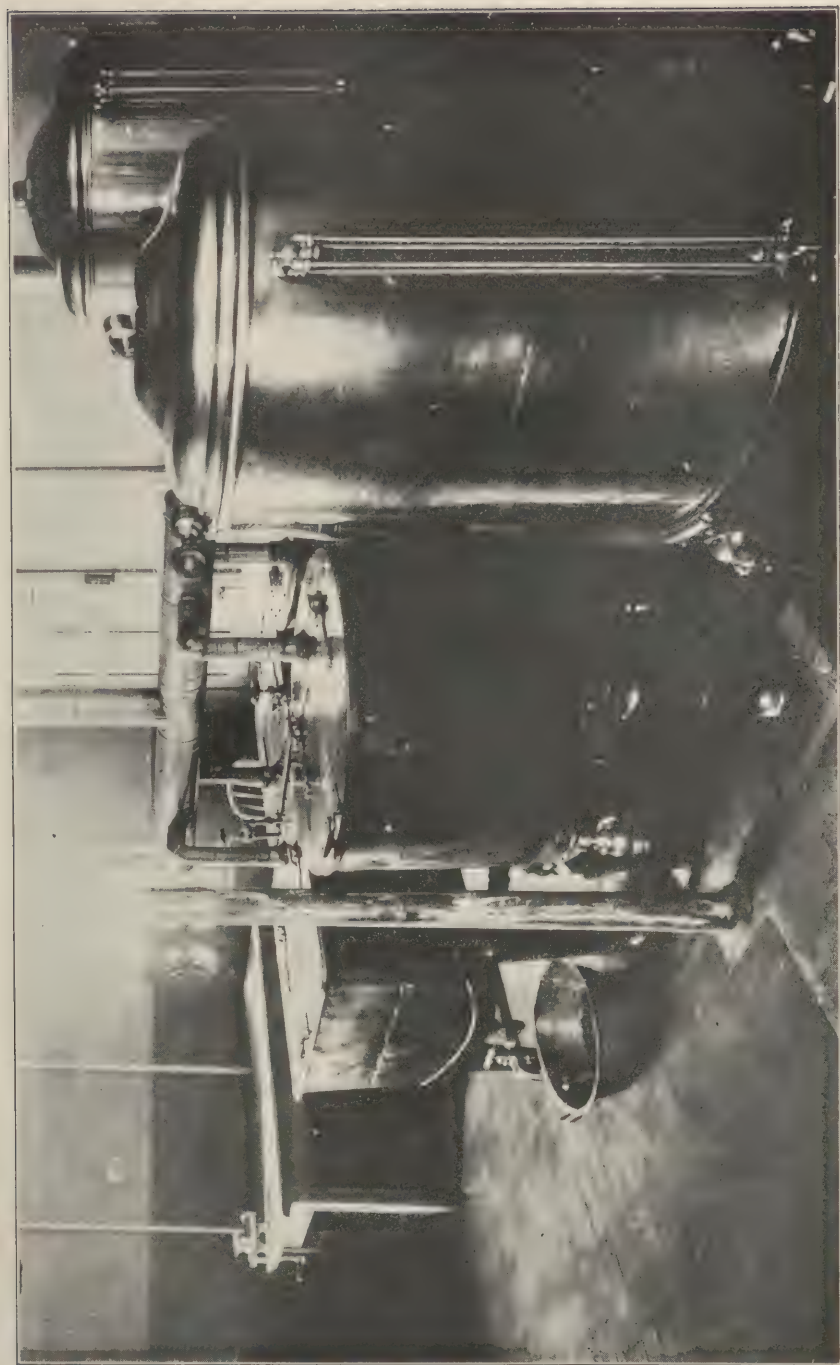






State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.— Mixing room 12x12 feet





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Small kitchen





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.— Poor facilities for bread storage







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y. — Bakery





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Portion of bakery showing oven; heat maintained usually about 45 degrees with sun heating in at skylight above; showing crowded conditions as well.







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y. — Dormitory





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y. — Hospital without patients





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Sittingroom in building 1







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Nurses' bathtub, ancient make of zinc





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Ward in hospital for six beds, crowded in 10 x 12 feet; ceiling ten feet high







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.— One of main diningrooms





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Sectional view of diningroom







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Office and nurses' small diningroom in hospital





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.— Patients shown on veranda of hospital







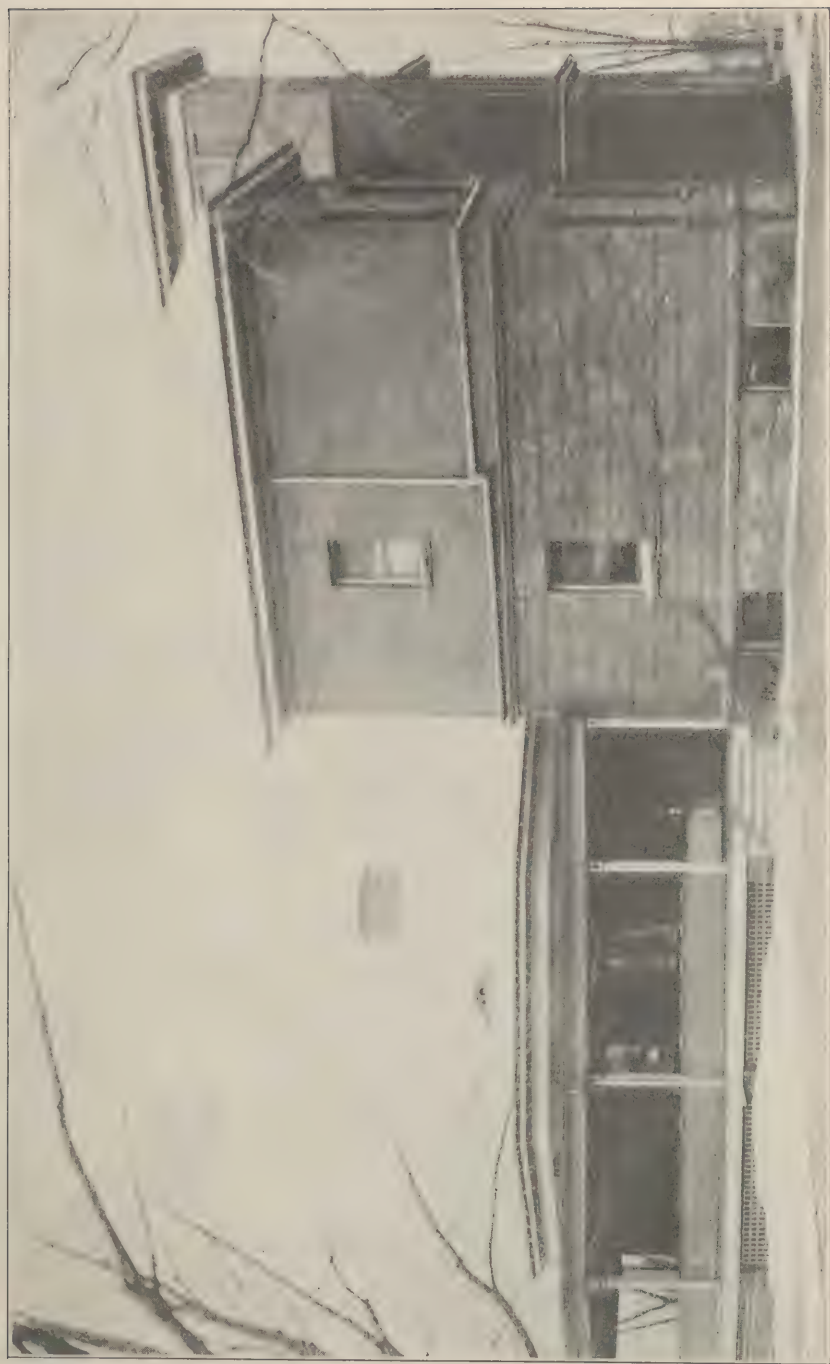
State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Portion of laundry showing engine in room directly beneath room in which inmates do ironing, making for unbearable heat conditions in summer.





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Mattress making, caning and weaving  
Showing lack of proper vocational facilities





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y. — Hospital, showing tuberculosis patients on veranda

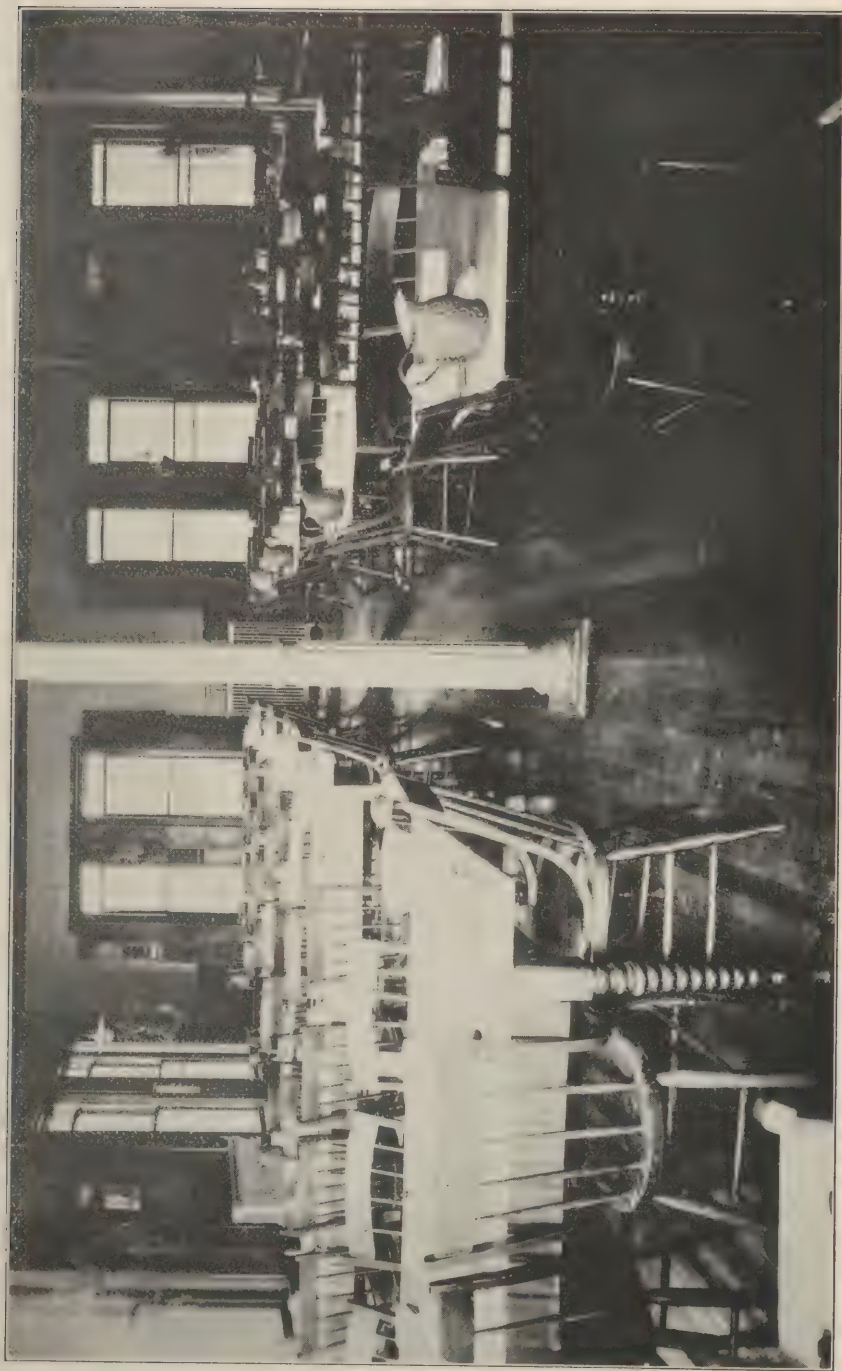






State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Power plant





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—One of main diningrooms







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Diningroom made of portion of porch, showing crowded conditions





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Sitting room in building E.





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Assembly room







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Dormitory





State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Inmates' lavatory in hospital for twenty-six people; ten closets; two basins, showing wooden floor







State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.—Lavatory for thirty people in dormitory





State Custodial Asylum for Feeble-Minded Women, N. Y.—Bathroom in hospital for inmates; room, nine by twelve feet

1146

of the Custodial Asylum; and Dr. Ethan A. Nevin, Superintendent.

The State Custodial Asylum for Feeble-minded Women is situated on a large site which has recently been extended, but which is still too small to raise all the produce for the inmates. Its capacity is 814, and at present the waiting list is 175, but this is much smaller than the actual need, because of the knowledge that the institution is now full, and that therefore, it takes a long time to place anyone there.

Most of the buildings are old and conditions are not up to modern standards. All but eighteen of the patients are doing some sort of work, but most of it is purely perfunctory, such as clearing up leaves on the lawns. Because of the fact that the institution is limited to one sex, the farm work has to be done by hired help. All the milk and butter and winter vegetables have to be bought although if the new farm, which is now planned, is purchased, this will no longer be necessary.

About forty-five of the women, who have passed the child bearing age, have been transferred back to the county almshouses, to make place for younger inmates.

*Needs.*—The institution lacks a suitable hospital for the care of the sick and for the physical examination of the patients. No scientific inquiries are being conducted for lack of suitable equipment and help. There is no proper machinery for looking up the family history of the patients. The form of commitment is too general and is made out by men who obviously do not understand the need for definite and detailed information. Under the new law, three girls have been committed by the court, but the judges are loath to give information in regard to them.

*Recommendations.*—Dr. Nevin recommends the purchase of further ground so that more produce can be raised. He recommends further the establishment of central bureaus or clearing houses for the investigation and examination of those referred for commitment and facilities for pushing such investigations after commitment.

He believes it is the duty of the State to relieve society of those who are a social menace before it attempts to care for those who are a social burden. For this reason, he thinks that the State should now attempt to provide for women who are pronouncedly



feeble-minded and who are in danger of bearing feeble-minded children.

He believes there should be a clinical laboratory or laboratories where scientific investigations can be carried on into the causes and treatment of mental defect, and that these with the clearing houses should be in the hands of a central board of experts.

He believes further that the ideal capacity for an institution is about 1,000, but is doubtful of the success of placing women out into homes after they have left the institution. He agrees that experiments made from the Newark institution have been too few from which to form an opinion.

*Recommendations of the State Board of Charities.*—The State Board of Charities in its report to the Legislature of 1915, contains the following statement with relation to this institution and the following recommendations for appropriations thereto:

“ This asylum has capacity for 814 inmates. The number of inmates October 1, 1913, was 793 and 77 were admitted during the year, making the total number under care 870. During the year 49 were returned to committing officers, 5 were transferred to other institutions, 2 were otherwise discharged, and 6 died, leaving the number present September 30, 1914, 808. The average number of inmates was 802, and the average weekly cost of support, including the value of home and farm products consumed, \$3.08; excluding this value, \$2.91.

“ The receipts during the year ending September 30, 1914, were: From cash balance at the close of the previous year \$2,981.54; from special appropriations, \$41,856.31; from unexpended appropriations of former years, \$400; from maintenance appropriations, \$120,000; from all other sources, \$86.70; total, \$165,324.55.

“ The maintenance expenditures for the year were: For salaries and wages of officers and employees, \$55,754.31; for provisions, \$30,236.46; for general supplies, \$3,879.34; for clothing, \$4,859.58; for fuel and light, \$13,245.39; for medical supplies, \$656.89; for furniture and furnishings, \$2,149.47; for transportation of inmates, \$90.46; for farm and garden, \$1,370.93; for ordinary repairs and shops, \$5,225.63; for lawns, roads and grounds, \$24.20; for all other mainte-

nance expenses, \$3,845.99; total maintenance expenditures, \$121,338.65.

" The extraordinary expenditures were \$41,943.01, of which \$19,874.64 was for improvements, \$595.60 for extraordinary repairs, \$86.70 for remittance to State Treasurer, and \$21,386.07 for all other extraordinary expenses, making the total expenditures for the year, \$163,281.66, and leaving as balance in cash at the close of the fiscal year, \$2,042.89.

" Of the expenditures for maintenance during the year, 46 per cent. was for salaries, wages and labor, 24.9 per cent. for provisions, 3.2 per cent. for general supplies, 4 per cent. for clothing, 10.9 per cent. for fuel and light, .5 of 1 per cent. for medical supplies, 1.8 per cent. for furniture and furnishings, 1.1 per cent. for farm and garden, 4.3 per cent. for ordinary repairs and shops, .1 of 1 per cent. for transportation of inmates, and 3.2 per cent. for all other maintenance expenses, including a small outlay for lawns, roads and grounds.

" Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$56,000; for provisions, \$32,000; for fuel and light, \$13,000; for clothing, \$4,500; for medical supplies, \$500; for furniture and furnishings, \$5,500; for farm and garden, \$2,800; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$10,200.

" Chapter 531, Laws of 1914 (Special Act), appropriated for equipment for farm, \$1,000.

" Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: for expenditures of an extraordinary nature in connection with the boiler house and heating plant, \$642.02, and for fire-escapes on cottages H and I, \$390.

" The maintenance appropriations amounted to \$124,500, the special appropriations to \$1,000 and the reappropriations to \$1,032.02, making the total available, \$126,532.02.

" The appropriations made by the Legislature of 1913, including the reappropriations of \$121,759 which had been permitted to lapse, amounted to \$205,160 and were intended to provide for a hospital, an additional cottage for inmates, and

other improvements. When ready for occupancy, these new buildings will make the capacity of the asylum approximately 1,000 inmates and permit a classification of the groups of women. The applications for the admission of patients are urgent and although 57 were returned to county care, the institution was kept full during the entire year. Until the capacity of this asylum has reached 1,500 inmates, it will not be possible to provide places for many of those now on the waiting list.

“ Had the appropriation of \$150,000 made by the Legislature of 1914 to build a new dormitory at Rome, been for the erection of two or more cottage dormitories at this asylum, they could have been utilized for the women now under custodial care in Rome. This removal would advance the ultimate desirable classification of the feeble-minded and leave the Rome Asylum solely to the men and boys. There is now sufficient room for expansion as the State has purchased a part of a farm adjoining the campus on which the buildings of the asylum stand and the necessary additional dormitories can be constructed upon this land.

“ It is to be regretted that when the adjoining farm was purchased, the part of it including the orchard and dwelling was not acquired. This land should be added to the asylum property as it contains a variety of fruit trees, has an acreage suitable for building sites, and the dwelling is desirable as a home for employees.

“ The feeble-minded are usually easily managed and the increased number recommended should present no special administrative difficulties to the superintendent and his staff. The women must be kept under closer supervision than is necessary with feeble-minded men, but there is enough land now available to provide employment in the open air under close supervision for all the inmates who can be used profitably in farm and garden work.

“ Feeble-minded women are unable to protect themselves and therefore need special provision for their care; without it they are likely to become the victims of degraded men and a moral danger in the communities where they reside. In many instances they become the medium for communicating venereal diseases and thus are a menace to public health.

The State Board of Charities therefore recommends the construction of additional dormitories sufficient to accommodate 500 inmates. This will provide for the women in the Rome Asylum and about 300 others from the waiting list. This will be real progress in the care of the feeble-minded for the key to the whole problem is to be found in the provision made for the care of feeble-minded women. The enlargement of the State Custodial Asylum at Newark is therefore the logical action to be taken at this time, and after provision has been made for dormitories the necessary equipment can be added, thus completing the institution.

The State Board of Charities recommends for the State Custodial Asylum for Feeble-Minded Women at Newark the following appropriations or so much thereof as may be necessary:

For dormitory buildings with capacity for	
500 inmates .....	\$200,000 00
For a general laundry building.....	42,000 00
For an industrial building.....	28,000 00
For an elevated water tank.....	10,000 00
For additional fire alarm equipment and for	
fire protection .....	2,000 00
For additional land .....	10,000 00
For enlargement of boiler house and ad-	
ditional boilers .....	27,000 00
For engine in dynamo room.....	4,000 00
For equipment of cottage for inmates.....	2,500 00
For equipment of new hospital.....	2,500 00
For a farm barn .....	5,000 00
For farm equipment.....	1,500 00

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Making the special appropriations	
recommended .....	\$334,500 00
For maintenance, of which \$4,000 shall be	
for ordinary repairs .....	136,000 00

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Making the total appropriations ap-	
proved .....	\$470,500 00."

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*Report of Visit to Syracuse State Institution for Feeble-Minded Children*

October 23, 1914

Conference between Mr. Robert W. Heberd, Mrs. Mary C. Dunphy, Dr. Max G. Schlapp, Commissioners; Mr. Richard M. Neustadt, Secretary; and Dr. Stephen Smith and Hon. Daniel Waite Burdick, Commissioners of the State Board of Charities, and Mr. Walter W. Cheney, Mrs. Alta Pease Crouse, Mr. Edward K. Butler, Managers, and Dr. O. Howard Cobb, Superintendent, of the Syracuse State Institution for Feeble-Minded Children.

This institution is situated on a fine site surrounded on all sides by the City of Syracuse itself. The grounds are too small and prevent the normal growth of the institution. A farm of 50 acres has been purchased about five miles from the institution, and many of the supplies are raised there. It is definitely planned to move to a large tract of ground out in the country. The capacity is 548, but at present there are 600 in attendance. The waiting list is only 77, because others are now referred to the Rome State Custodial Asylum and it is known that the institution is overcrowded.

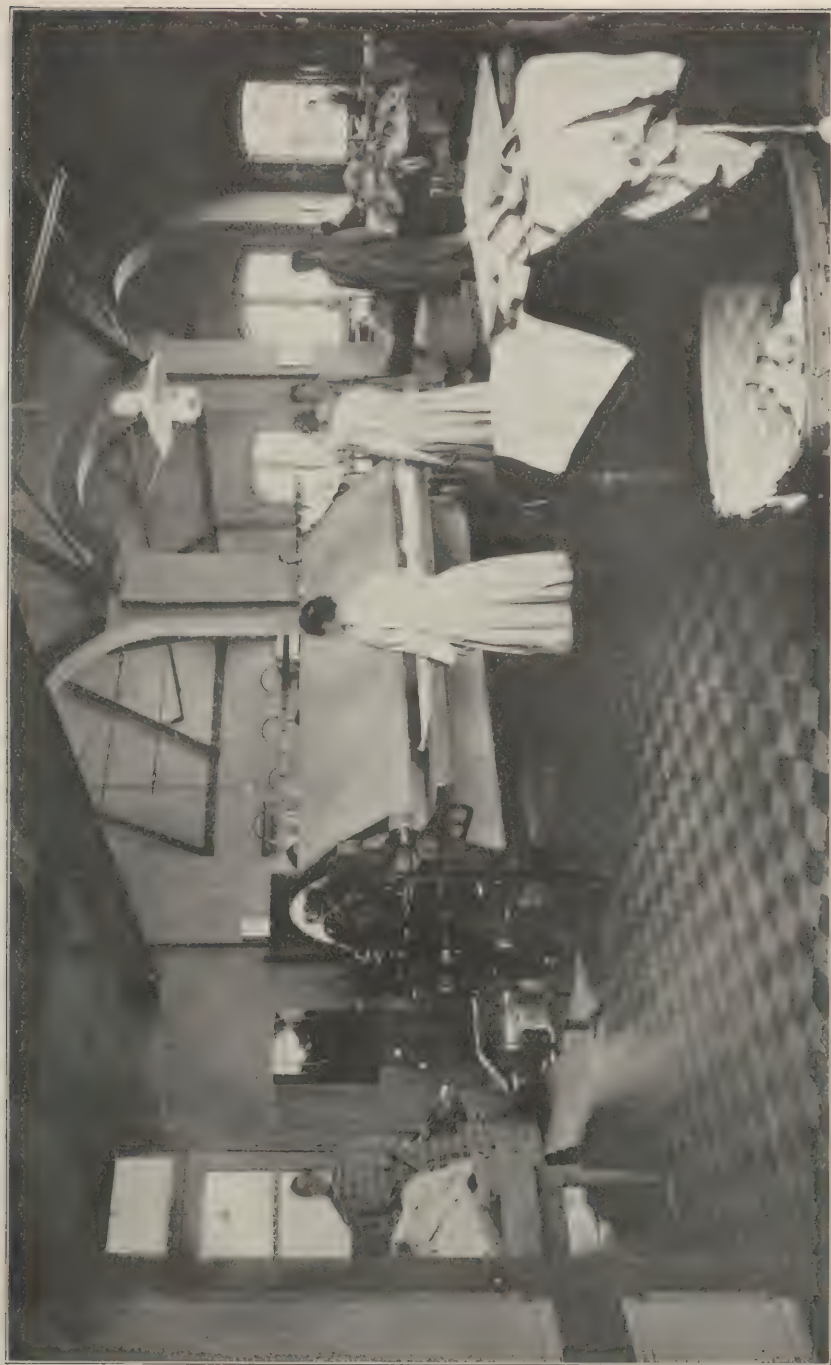
Dr. Cobb believes all ages and classes of inmates should be grouped together as this would help in the up-keep of the place and the maintenance of order and discipline.

The buildings are very old, the central branch having been built in 1854, and there is great danger of fire which would prove a holocaust.

*Needs.*—The institution should be removed outside the city limits and put on a large farm where the produce could be raised and where the children could be given more outdoor exercise. A great deal of educational work is carried on and because of this continual indoor work, both academic and manual, children do not have enough recreation and outdoor play.

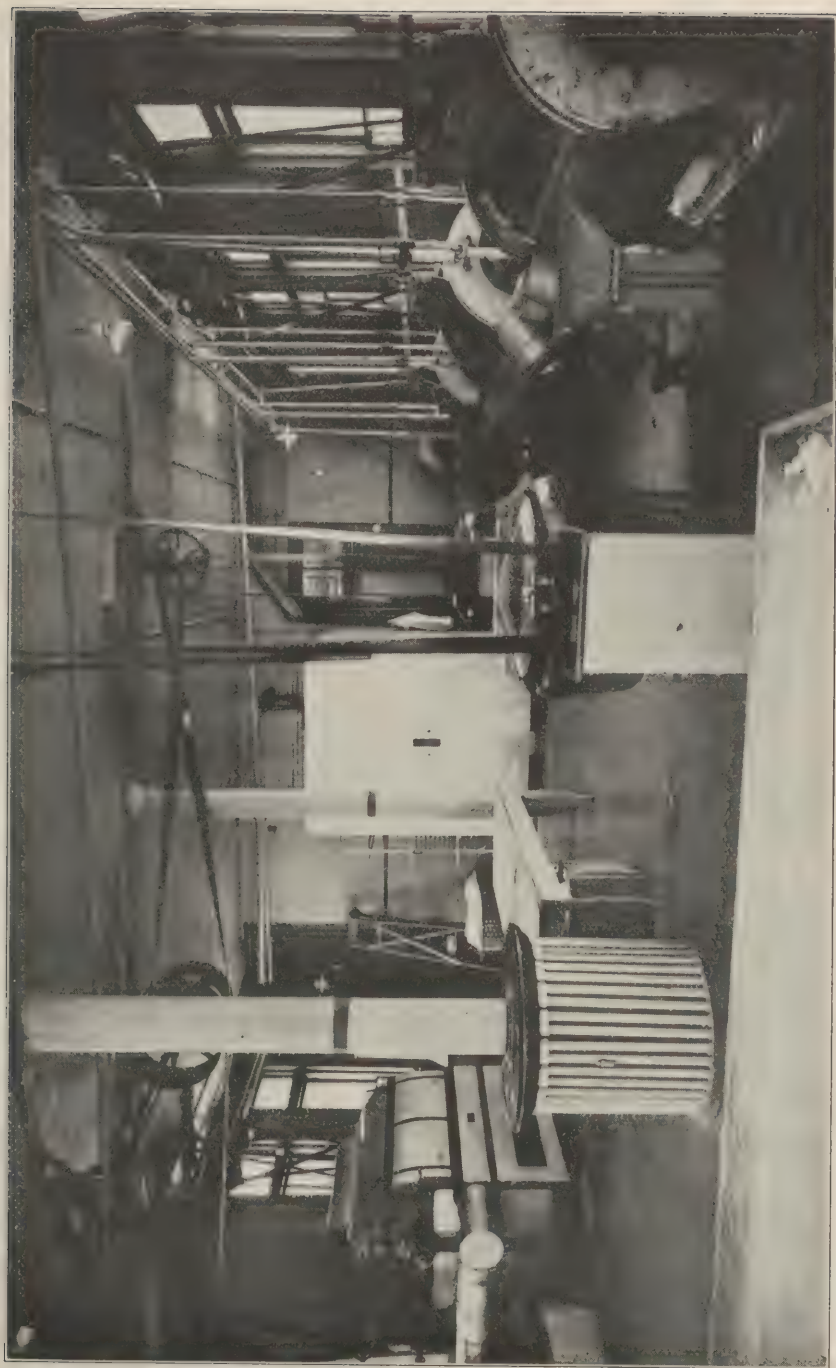
*Recommendations.*—Dr. Cobb believes that there is no test equal to that of daily observation and that only the medical supervisor who has kept in close touch with the patient during his stay at the institution and has observed his daily progress and training there, should pass on the question of his discharge. He has tried to send several patients out in the community to carry on the





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Laundry





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Laundry  
Congested and inadequate

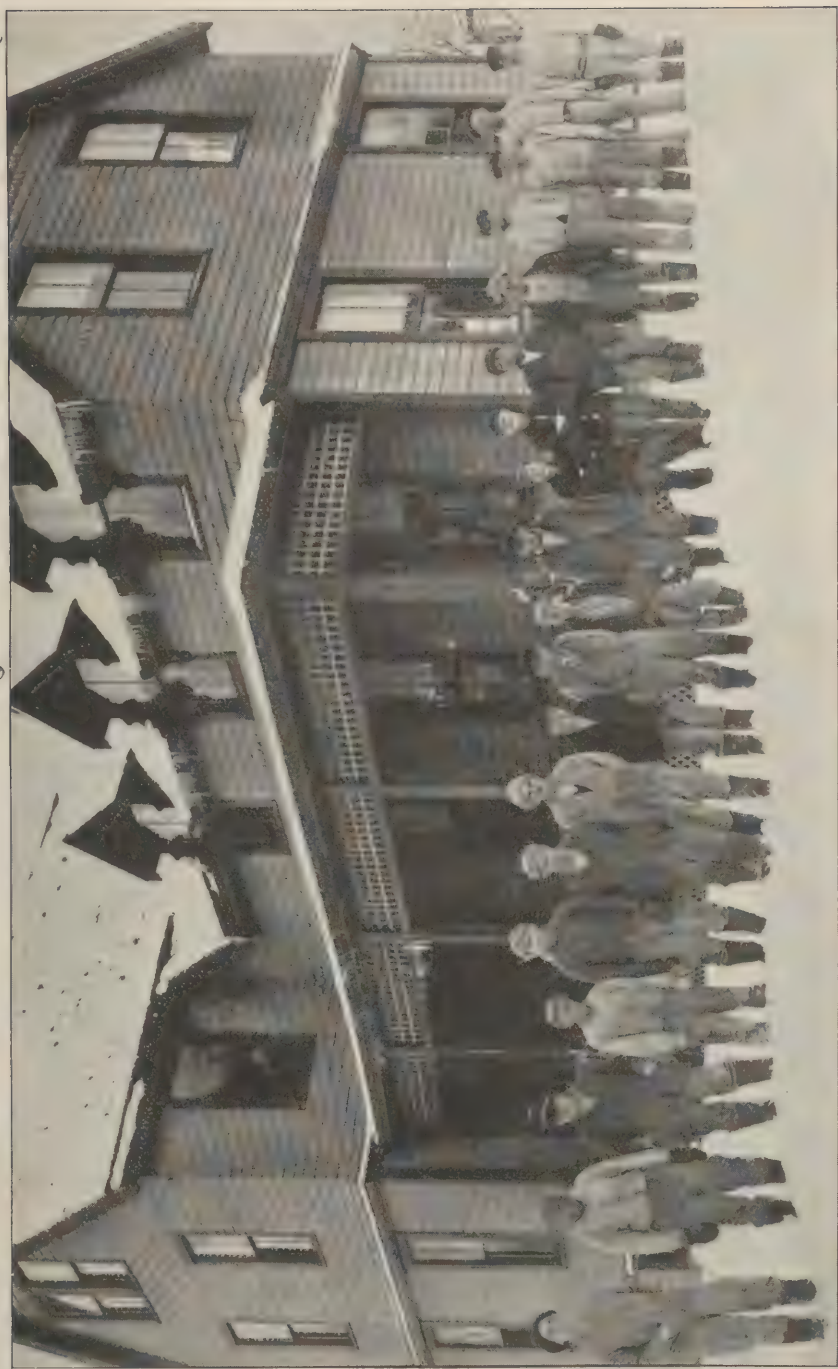




Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Group of buildings at farm







Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—The simple life for simple folk





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Basement shop for mattress making







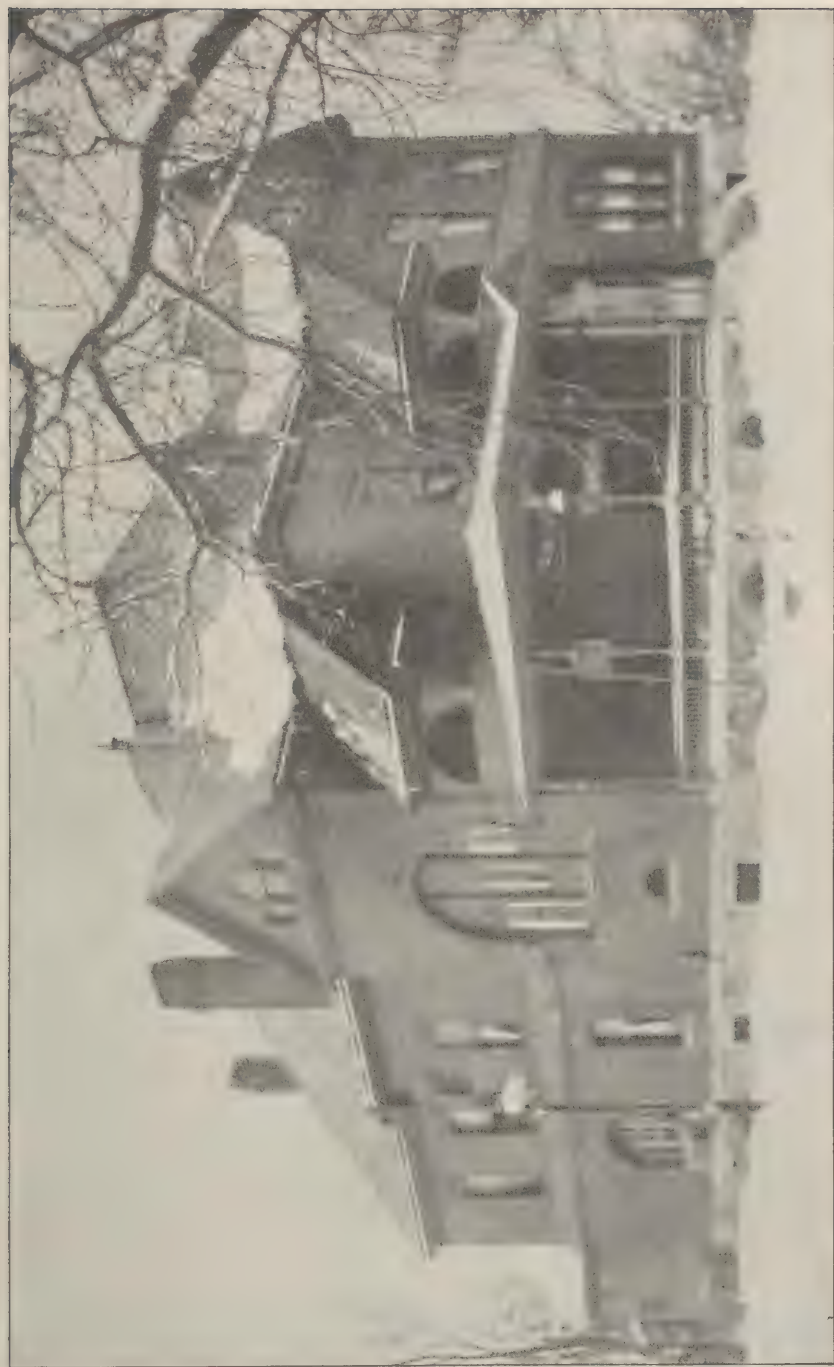
Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Basement shop for caning, etc.  
Crowded and poorly equipped facilities for vocational work





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Portion of herd of cows





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Home of the superintendent







Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.— Administration building





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y. — Cooking class







Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Rear view of main building





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—View from window of administration building.





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Embroidery, etc.







Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Basketry





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.— Basement shop for weaving







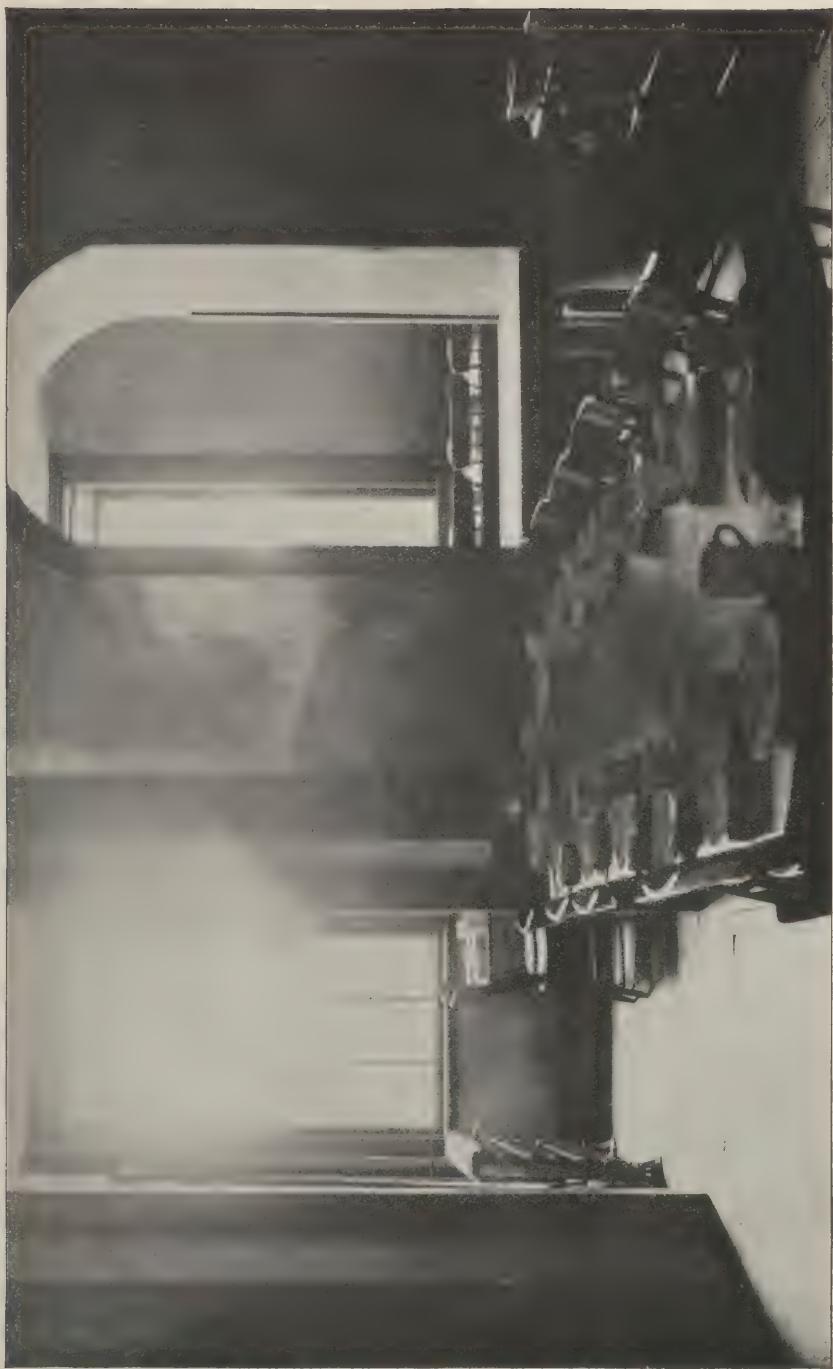
Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Punishment squad in basement





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Corner of dormitory showing inadequacy of quarters for attendants





Syracuse State Institution for Feeble-Minded Children, N. Y.— Diningrooms







Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Dormitory  
Old style wooden beds





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Dormitory  
No privacy for attendant who sleeps behind screen







Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Kitchen





Syracuse State Institution for Feeble-Minded Children. Syracuse, N. Y.—Poor flour storage; bakery, 450 degrees, near oven





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Sewing room







Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Sense training





Syracuse State Institution for Feeble-Minded Children, Syracuse, N. Y.—Brush making in shop at farm





work to which they have been trained, but they have had doubtful success. He is a strong believer in the principle of mixing the sexes in one institution and thinks the obvious dangers can be avoided with proper care. He believes strongly that there should be some central registration bureau to look up the families of patients referred for commitment, and also to diagnose scientifically their mental condition. He also favors the proposition of having a laboratory where the cause and treatment of mental defect could be thoroughly investigated and where proper medical examinations of patients could be made.

*Recommendations of the State Board of Charities.*—The State Board of Charities, in its report to the Legislature of 1915, makes the following statement with relation to this institution and the following recommendations for appropriations thereto:

“ The institution has capacity for 600 inmates. The number present October 1, 1913, was 573 and 62 were admitted during the year, making the total number under care 635. During the year 28 were discharged and 5 died, leaving 602 on the rolls of the institution September 30, 1914. The average number present was 571 and the average weekly cost of support, including the value of home and farm products consumed, \$4.38; excluding this value, \$3.85.

“ The receipts for the year ending September 30, 1914, were: From cash balance at the close of the previous year, \$5,327.57; from deficiency appropriations, \$2,150; from unexpended appropriations of former years, \$8,332.75; from maintenance appropriations, \$111,500; from the sale of farm and garden produce, \$205.59; from labor of inmates, \$76.79; from counties, towns and cities, \$10,647.22; from individuals for the support of inmates, \$1,316.53; from sources not classified, \$343.92; total, \$139,900.37.

“ The maintenance expenses for the year were: For salaries of officers, \$7,171.77; for wages and labor, \$44,880.23; for provisions, \$19,019.55; for general supplies, \$3,451.30; for clothing, \$5,653.24; for fuel and light, \$11,478.84; for hospital and medical supplies, \$744.58; for transportation of inmates, \$24.47; for farm and garden supplies, \$7,989.84; for ordinary repairs and shops, \$6,812.80; for furniture and

furnishings, \$1,800.42; for all other maintenance expenses, \$5,291.35; total, \$114,318.39

“ There was also expended for extraordinary repairs \$8,332.75, and for remittance to the State Treasurer, \$12,590.05; making the total expenditures for the year, \$135,241.19.

“ There was no indebtedness and the assets were: Balance in cash, \$4,659.18; due from counties, towns and cities, \$660; due from individuals, \$92.69; a total of \$5,411.87.

“ Of the expenditures for maintenance during the year, 45.5 per cent. was for salaries, wages and labor, 16.6 per cent. for provisions, 3 per cent. for general supplies, 4.9 per cent. for clothing, 10 per cent. for fuel and light, .7 of 1 per cent. for hospital and medical supplies, 7 per cent. for farm and garden supplies, 6 per cent. for ordinary repairs and shops, 1.6 per cent. for furniture and furnishings, 4.7 per cent. for all other maintenance expenses, including a small outlay for transportation of inmates.

“ Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$53,000; for provisions, \$22,000; for fuel and light, \$12,000; for clothing, \$6,000; for medical supplies, \$700; for furniture and furnishings, \$6,300; for farm and garden, \$10,000; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$9,000.

“ Chapter 521, Laws of 1914 (Special Act), reappropriated an unexpended balance of \$504.20 for extraordinary repairs and new equipment, including iron fence, morgue, dispensary, operating room and equipment.

“ The maintenance appropriations amounted to \$119,000 and the reappropriations to \$504.20, making the total available, \$119,504.20.

“ Over 600 feeble-minded children are now cared for in this institution and the daily average of 571 for the fiscal year is higher than in recent years. If children under seven years of age were received the capacity would have to be

greatly increased to accommodate the applicants for admission.

“ During the past year 45,000 feet of new flooring was laid in the main buildings and considerable other repair work was done. The second floor of the laundry was remodeled, toilet facilities were improved and the power equipment at the Fairmount farm increased. Much of the painting and other repairs was done by boys working under the supervision of instructors, making this a valuable part of their training.

“ Besides assisting the carpenter, engineer, painters and other workmen, many of the older pupils are employed in educationally profitable industries recently introduced. Sixty boys are employed in the sloyd rooms making useful articles and twenty-five others work at chair caning and towel weaving. Several boys have been taught mattress making and tailoring, seventy girls are receiving instruction in domestic science and all are taught laundering, sewing, knitting, mending, etc., which indicate the emphasis laid on industrial and manual training in this school.

“ It is apparent that the feeble-minded are increasing in numbers in this State and as mental defect is a social danger the unfortunate individuals who carry the defect should be under control for their protection and to safeguard the future.

“ Ever since the State established this institution, the first for the care of the feeble-minded in the State, their numbers have increased more rapidly than the institutional capacity provided for their segregation and care. In this connection it should be remembered that this school has demonstrated effectively the economic benefit of training feeble-minded children taken under care at an early age and that educational work is directly helpful to the public besides being a source of happiness to the children.

“ When the present buildings were erected the necessity of a rural location for a school of this character was recognized by its removal from Albany where it had been located four years following its opening October 1, 1851, one of the reasons which influenced the choice of the location being that

although near Syracuse the school buildings would be on a site far away from city annoyances and temptations. In over half a century, however, the city has grown and extended its corporate limits until the institution is now surrounded by streets and residences. For this reason the site is now unsuitable, especially for feeble-minded boys. The temptations of the city constantly suggest possibilities of adventure which foster a spirit of unrest and prompt efforts at escape. Hence plans should be made for the early removal of the institution to a suitable farm site in the country, readily accessible by railroad, such site to be selected where good water is abundant and adequate arrangements can be made for the disposal of sewage and other wastes.

“ The inmates in the four State institutions for the feeble-minded can be much better classified than they are at present. There is no ultimate advantage in the education of feeble-minded boys and girls in the same institution. The plan was originally adopted for economic reasons and has continued because needed buildings at Newark and Rome have not been erected to permit the separation. The State Board of Charities has urged the plan of having mentally defective males and females in separate institutions. The boys of mentality sufficient to warrant special education should be provided for at the Rome State Custodial Asylum in a special division separated from the adults. The segregation of the sexes would also result in the removal of the feeble-minded girls and women now maintained at Rome to the State Custodial Asylum at Newark. By this classification each of the three institutions in the central part of the State would be devoted definitely to the special class for which it is best fitted. The Syracuse State Institution would receive young girls only; Newark the girls beyond the training period and the feeble-minded women during the child-bearing period; while at Rome only men and boys would be cared for, the latter, if teachable, being placed in a school division. If the removal of the Syracuse Institution is approved by the legislature the present property can probably be sold for enough to purchase a suitable tract of land readily accessible to Syra-

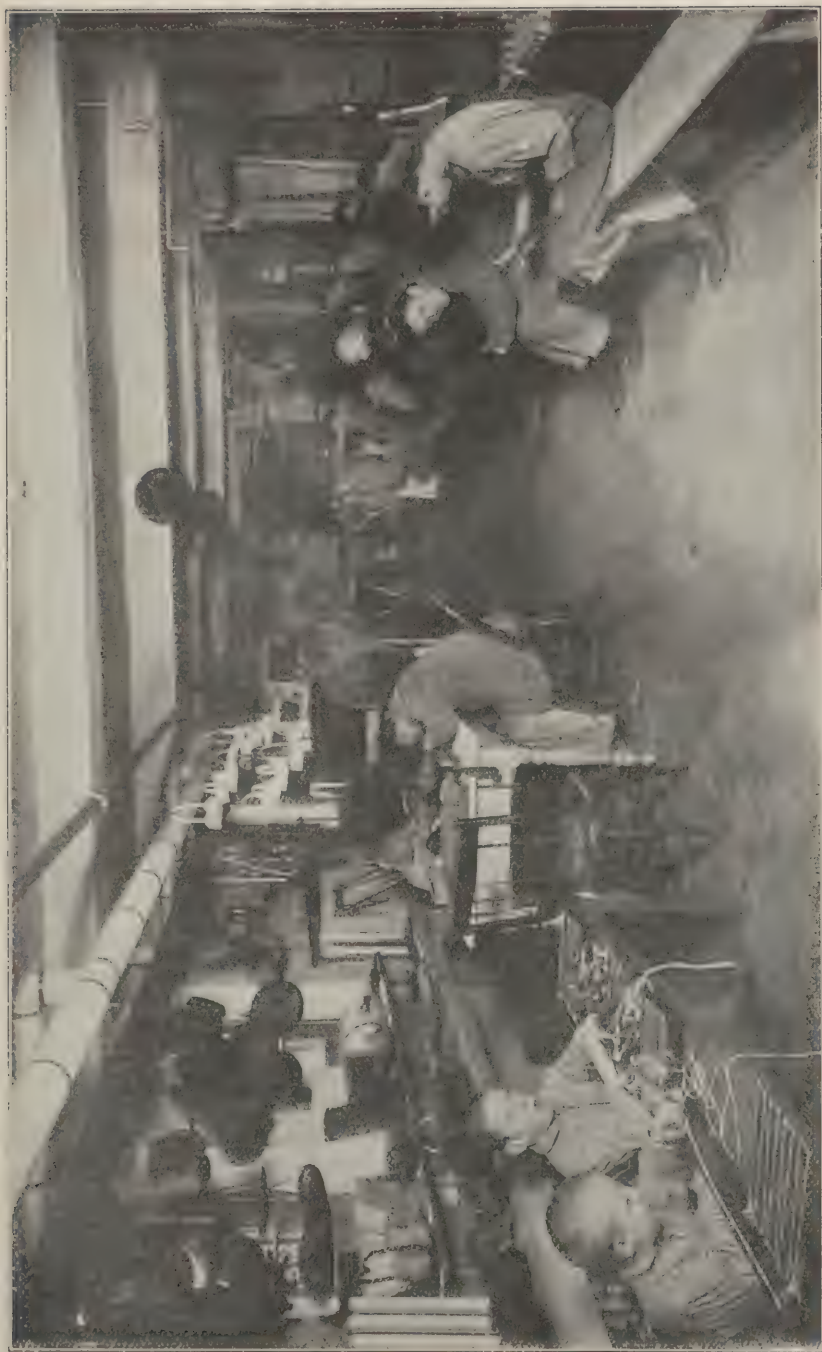




Rome State Custodial Asylum, Rome, N. Y.— Basement shop: cobbler department







Rome State Custodial Asylum, Rome, N. Y.—basement shop for basketry





Rome State Custodial Asylum, Rome, N. Y.—Very young crippled children and babies







Rome State Custodial Asylum, Rome, N. Y.—Crippled children in play-room





Rome State Custodial Asylum, Rome, N. Y.—Woman's diningroom





Rome State Custodial Asylum, Rome, N. Y.—Lowgrades







Rome State Custodial Asylum, Rome, N. Y.—Men's diningroom

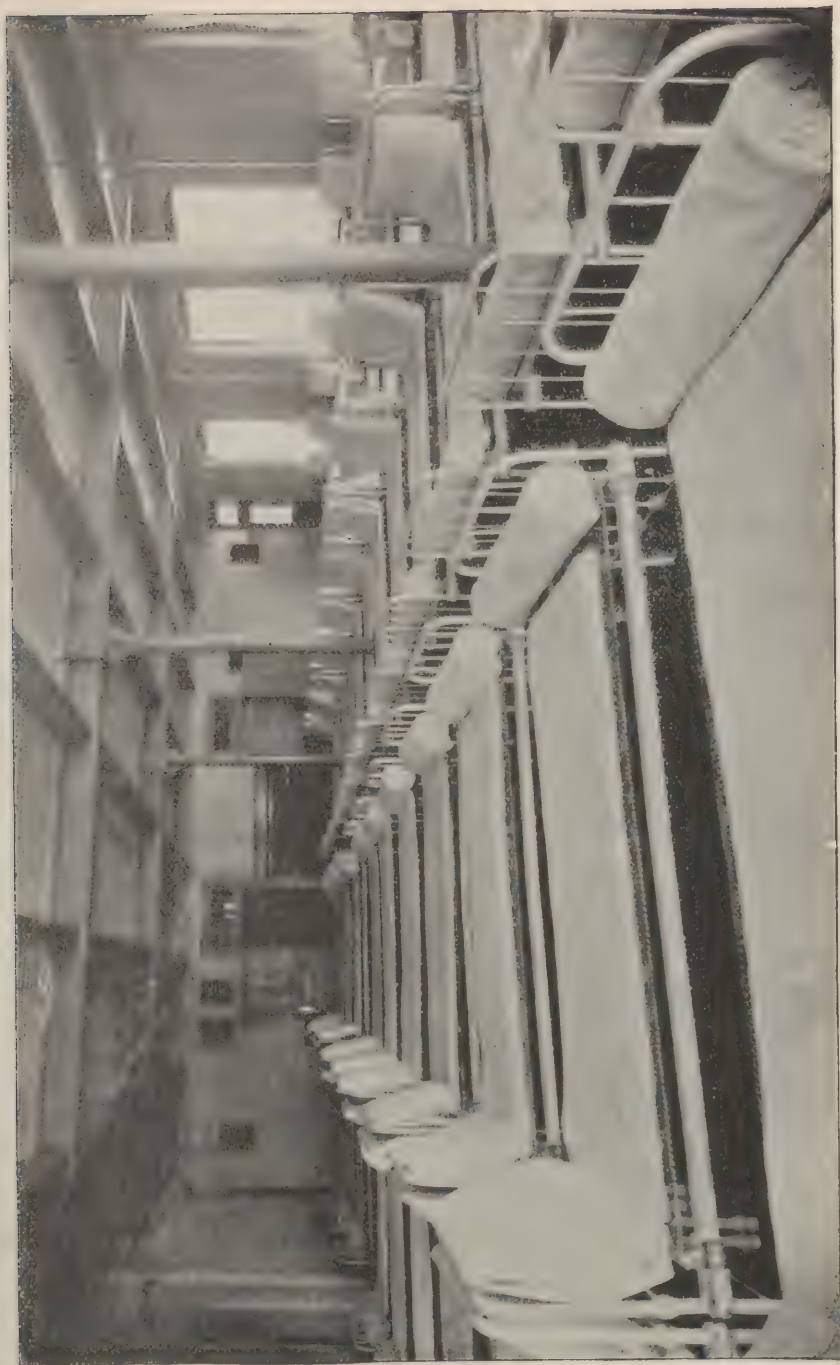




Rome State Custodial Asylum, Rome, N. Y.—Men's ward in hospital







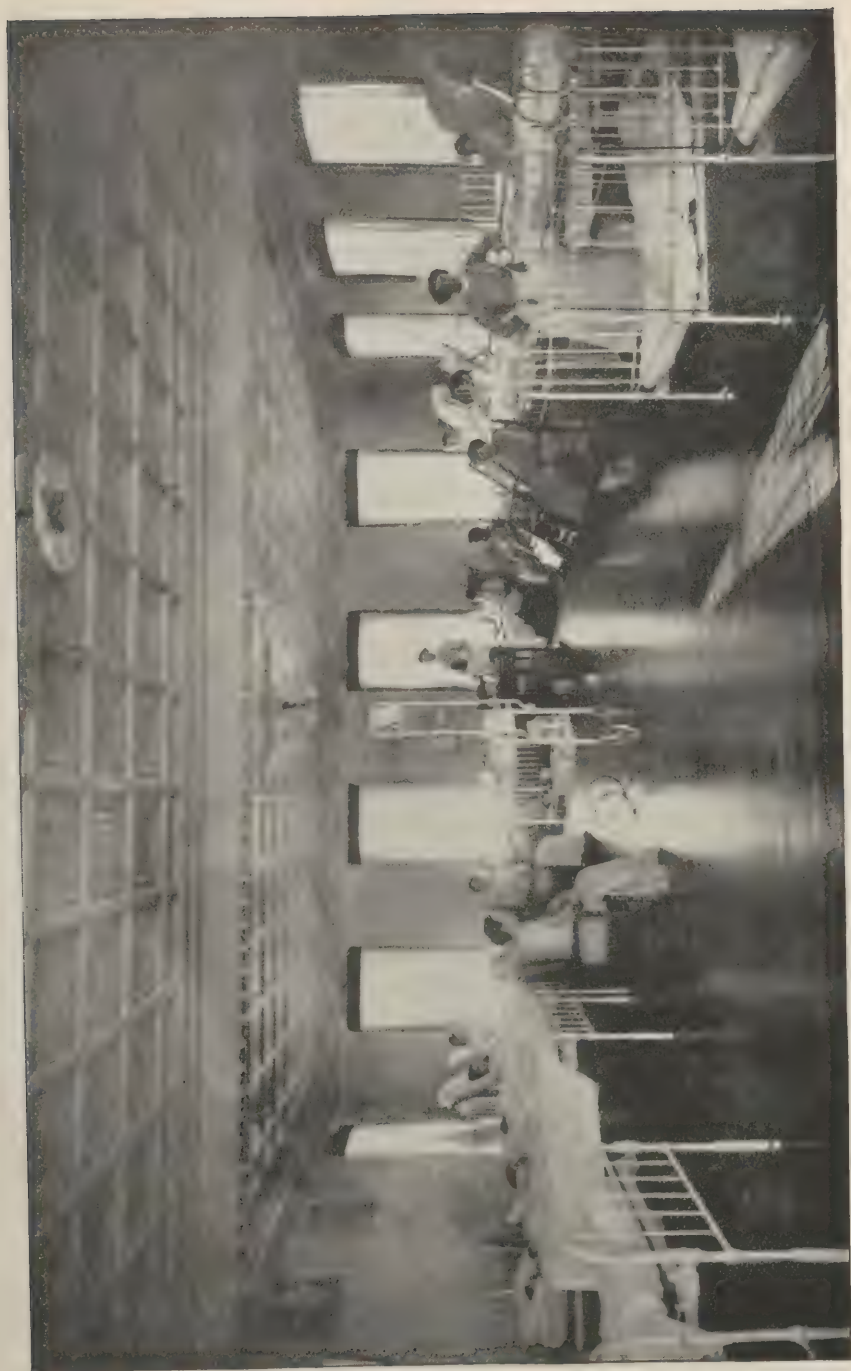
Rome State Custodial Asylum, Rome, N. Y.—Dormitory





Rome State Custodial Asylum, Rome, N. Y.—Dormitory  
Showing crowded conditions





Rome Custodial Asylum, Rome, N. Y.—Female ward in hospital







Rome State Custodial Asylum, Rome, N. Y.—Girls mending clothes





Rome State Custodial Asylum, Rome, N. Y.—Old type dormitory, five and six beds in one room







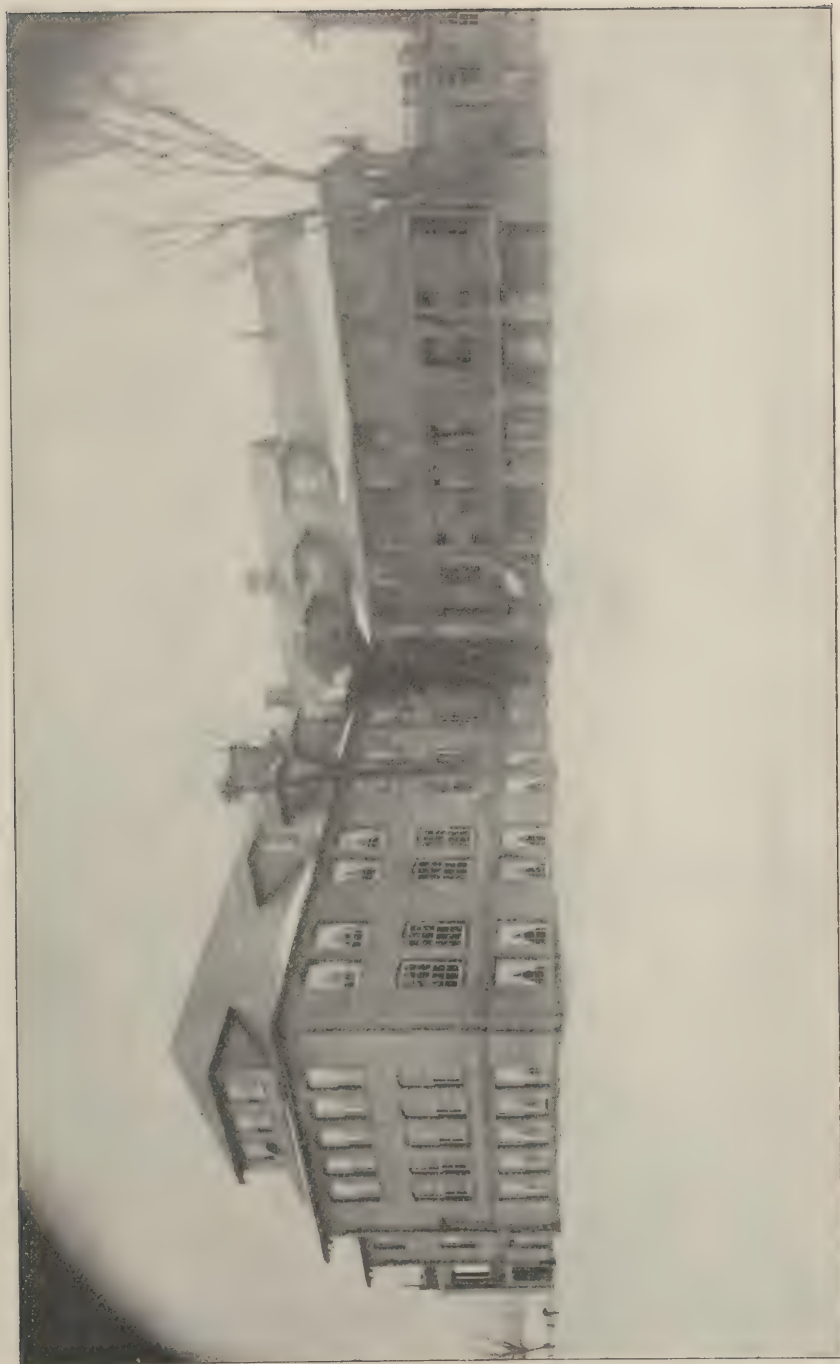
Rome State Custodial Asylum, Rome, N. Y.—Dormitory and day room combined





Rome State Custodial Asylum, Rome, N. Y.—Group of older children





Rome State Custodial Asylum, Rome, N. Y.—Main Building.







Rome State Custodial Asylum, Rome, N. Y.—Lounging room





Rome State Custodial Asylum, Rome, N. Y.—Musical prodigy at piano entertaining other medium lowgrades







Rome State Custodial Asylum, Rome, N. Y.—New dormitory





Rome State Custodial Asylum, Rome, N. Y.— Children playing with ball



cuse upon which the necessary buildings for a modern school for feeble-minded girls can be erected.

"It will be unwise to add new buildings to the present school group, or make other expensive improvements until the future policy is settled, but in the meantime the present plant should be maintained in good condition for educational work and for the health and comfort of the children.

"The State Board of Charities recommends for the Syracuse State Institution for Feeble-Minded Children at Syracuse the following appropriations or so much thereof as may be necessary:

For extraordinary repairs and equipment. . .	\$15,000 00
For rewiring the superintendent's house. . . .	600 00

"Making the total special appropriations recommended . . . . .	\$15,600 00
For maintenance, of which \$2,000 shall be for ordinary repairs . . . . .	122,000 00

"Making the total appropriations approved . . . . .	\$137,600 00"
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# *Report of Visit to Rome State Custodial Asylum October 24, 1914*

Conference between Mr. Robert W. Heberd, Mrs. Mary C. Dunphy, Dr. Max G. Schlapp, Commissioners; Mr. Richard M. Neustadt, Secretary, and Dr. Stephen Smith, Major Daniel Waite Burdick, Hon. Simon W. Rosendale of the State Board of Charities, and Dr. Charles R. Mahady, President, and Dr. Charles Bernstein, Superintendent, Rome State Custodial Asylum.

This institution is beautifully situated outside of the city of Rome on a large tract of valuable farming ground. The central building is new and is up at a cost of \$200,000 and accommodates 450 patients and 16 officers. There is a general atmosphere of activity, which is obviously the result of Dr. Bernstein's personality. All the patients, including even the paralytics, are busy at something. Practically no academic education is given,



except to a few borderline children, but there is excellent manual training.

Practically all the food stuffs, milk, etc., are raised on the farm, and as usual all of the clothing, except the shoes, is made by the inmates. The joint committees were present when Miss Collins, investigator of the Bureau of Analysis of the State Board of Charities, reported her conclusions on 22 of the 52 children whom Dr. Bernstein had recommended for discharge as being improperly detained there. As a result of the mental testing and the investigation of the family histories, Miss Collins reported 3 children normal, 12 doubtful and the rest actually defective. Her reports in some instances differ from those of Dr. Bernstein.

Later two girls were interviewed who were committed to the Rome State Custodial Asylum from the New York State Training School for Girls at Hudson, to which they were committed for truancy and immorality. The stories of these girls were extremely pathetic and showed from the very first they had been misunderstood and this misunderstanding had aggravated rather than helped their general condition. Dr. Bernstein believes that in such cases if correct habits of self-respect and self-restraint have been installed through rigorous training, the borderline girl can be trusted to go out into the world and at least should be given a fair chance to prove her independence.

Later, Dr. Schlapp and Mr. Neustadt visited the farm colonies and the working girls' home, which Dr. Bernstein has established largely on his own initiative, by slightly enlarging some of the farm houses on the various sites purchased by the institution. Small, comfortable dormitories have been made and in each twenty boys are placed in charge of a farmer and his wife. These colonists work in the fields and tend the cattle and are greatly improved by the opportunities thus afforded them. In one instance, a colony which cost \$5,000 to maintain last year raised produce equivalent to \$6,000.

At the Working Girls' Home in Rome, an account of the announcement of which is herewith attached, twelve girls who have been thoroughly trained at the institution are living together in a social centre and with the care of the matrons of the asylum and a social worker living in Rome, they go out to work by the

day, doing sewing, serving or cooking and return home in the evening to enjoy the social recreation together. This obviates the difficulty which Dr. Bernstein claims is the insuperable one of placing such girls out in private homes, where they are lonely and are held down by the well-intentioned people who feel they must be watched continually. In consequence, many of these girls revert to their evil associations as a sheer recreation. In this colony, however, they are given every opportunity to have a normally good time together. The home has been opened only since the first of October, 1914, and Dr. Bernstein is very unwilling to predict results. However, so far, only one girl has caused any trouble and she was returned to the institution.

There have been so many demands for the girls by the people of Rome, that Dr. Bernstein is hoping to extend this system and perhaps establish a similar home in Utica.

Recommendations.—Dr. Bernstein recommends the following:

1. The sexes be segregated in separate institutions, claiming that he could save the State \$20,000 if he did not have to pay attendants to keep watch over the inmates and guard against immorality.

2. He believes that women could do fully as much in the farm work as the men and that the men could do all the necessary sewing and cooking now being performed by the women.

3. He further recommends the extending of his colonies, so that eventually the central institution will be used as a training school, the graduates of which will be placed in such colonies, or even in the community.

4. He also recommends the establishment of clearing houses and laboratories for the scientific examination into patients recommended for custodial care and into the causes and treatment of mental defect.

Recommendations of the State Board of Charities.—The State Board of Charities in its report to the Legislature of 1915 contains the following statement with relation to this institution and the following recommendations for appropriations thereto:

“The asylum has at present capacity for 1,300 inmates. The number of inmates October 1, 1913, was 1,349, and 246 were admitted during the year, making the total number

under care 1,595. Of these 103 died and 62 were discharged, leaving 1,430 present September 30, 1914, of whom 974 were males and 456 females. The average number during the year was 1,374, and the average weekly cost of support, including the value of home and farm products consumed, \$3.79; excluding this value, \$3.03.

"The receipts during the year were: From cash on hand at the beginning of the year, \$4,620.03; from special appropriations, \$4,315.71; from maintenance appropriations, \$218,200; from all other sources, \$415.78; total, \$227,551.52.

"The maintenance expenditures were: For salaries of officers and employees, \$99,882.56; for provisions, \$36,871.37; for general supplies, \$5,187.62; for clothing, \$10,845.74; for fuel and light, \$19,944.32; for medical supplies, \$1,231.52; for transportation of inmates, \$93.85; for furniture and furnishings, \$3,380.70; for farm and garden, \$23,908.84; for ordinary repairs and shops, \$6,989.45; for industries, \$167.75; for lawns, roads, and grounds, \$138.98; for all other maintenance expenses, \$7,803.84; total, \$216,446.54.

"The total extraordinary expenditures were \$4,731.49; for improvements, \$3,572.59; for extraordinary repairs, \$568.71; for remittance to State Treasurer, \$415.78, and for all other extraordinary expenses, \$174.41, making the aggregate expenditures for the year, \$221,178.03, and the cash on hand September 30, 1914, \$6,373.49.

"Of the expenditures for maintenance 46.1 per cent. was for salaries, wages and labor, 17 per cent. for provisions, 2.4 per cent. for general supplies, 5 per cent. for clothing, 9.2 per cent. for fuel and light, .6 of 1 per cent. for medical supplies, 11.1 per cent. for farm and garden, 3.2 per cent. for ordinary repairs and shops, 1.6 per cent. for furniture and furnishings, .1 of 1 per cent. for industries, .1 of 1 per cent. for lawns, roads and grounds, and 3.6 per cent. for all other maintenance expenses, including a small outlay for transportation of inmates.

"Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees,

\$105,000; for provisions, \$40,000; for fuel and light, \$20,000; for clothing, \$12,000; for medical supplies, \$1,300; for furniture and furnishings, \$7,700; for farm and garden, \$19,500; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$17,000.

"Chapter 531, Laws of 1914 (Special Act), appropriated for the construction of one dormitory building, \$150,000.

"Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: For farm and improvements for isolation accommodations, \$1,982.75; for reconstructing and fireproofing building E and stairs of building D, \$24,973.79; and for immediate repairs, \$1,011.02.

"The maintenance appropriations amounted to \$222,500, the special appropriations to \$150,000 and the reappropriations to \$27,967.56, making the total available \$400,467.56.

"In capacity and number of inmates, the Rome State Custodial Asylum is the largest of the institutions devoted to the care of the feeble-minded. All the institutions for this class of the State's wards must be considered together that adequate provision be made for them and proper classification established. The estimate of 30,000 feeble-minded persons in the State of New York in need of efficient control is as close an approximation as can be made under present conditions but an analysis of the factors which enter into this estimate makes it apparent that many of the feeble-minded persons included can be cared for safely outside of State institutions. Some of them have means of their own which can be used to pay the expenses of their care and maintenance or their relatives are able to relieve the State of the burden. Others, while distinctly subnormal, can provide for themselves under favorable conditions and if looked after by friends need never develop either into a burden upon or a menace to society. It is well known that every case of mental enfeeblement does not necessarily involve either moral weakness or instability, but with all the possible deductions from the estimate of 30,000 feeble-minded persons in this State, it is apparent that suitable provision for



the custodial care of approximately 10,000 should be made. This number will include the feeble-minded who are so far below the normal standard they are incapable of providing for themselves if neglected and therefore are a menace to society or in need of protection. These defectives are certain to transmit defective mentality to their children and also weakened constitutions. Such children are very susceptible to disease, thus increasing the cost of protecting the public health. But an even greater danger to the State is involved from the inability of most of the feeble-minded to protect themselves sexually and as a consequence they spread venereal diseases and many of the women become slaves to those who commercialize vice.

“The State increases in efficiency in proportion as it eliminates sources of weakness. The custodial segregation of the socially dangerous effectually prevents their increase, and for this reason the State must segregate those who are a menace to the present and future.

“The Rome State Custodial Asylum should be enlarged sufficiently to provide for all male idiots and feeble-minded men and boys in the State outside of the metropolitan district who require custodial control. Letchworth Village when completed will be able to provide for all commitments from the metropolitan district, and therefore this asylum should have capacity sufficient for men and boys committed from the rest of the State, and provision be made for the women in the custodial asylum at Newark.

“For many years complete sex segregation of the feeble-minded by commitment to separate institutions has been advocated by the State Board of Charities for moral and economic reasons. The feeble-minded women in the Rome institution should be removed to Newark, where they will be solely under the care of women, have better opportunities for employment in the open air and other advantages they cannot have at Rome. This removal can be effected by the erection of additional buildings for their accommodation at the Newark institution. The dormitories they will vacate at Rome can then be assigned to feeble-minded men and boys from the several



counties of the State, who cannot now be taken because the institution has no vacant beds.

" Besides this classification there should be additional dormitories provided to increase the capacity of the institution from 1,200 beds for inmates to at least 1,500. A waiting list of approximately 300 names is made up of urgent cases who now need custodial care and would be received immediately if possible. Two new dormitory buildings should be provided for their accommodation.

" A pressing need of the institution is provision for the tuberculous, who are without special hospital facilities and are now cared for in various parts of the institution. There were 104 deaths in the asylum during the past year, of which number 70 were from contagious diseases. As there are no suitable wards, the segregation of tuberculous patients is impossible, and as feeble-minded persons are unusually susceptible to pulmonary disease, the lack of proper hospital facilities endangers the lives of all the inmates. An appropriation should be made for a new general hospital to accommodate 100 patients, and also for a special pavilion with beds for 100 tuberculous patients.

" No age limit is imposed on the admission of patients and the number of young children received has increased. Means should be provided for their education, but there are few facilities for training them. The asylum has no schoolhouse and the industrial classes work in ill-lighted basements, which were not intended for such purposes. Outdoor manual work, such as farming and grading, is done by older inmates. The indoor training comprises loom work, mat, rug and carpet making, basketry and mending. Two bands and a choir, principally composed of inmates, furnish music. " The increase in number of inmates makes an additional service building desirable. The present building cannot be extended, and a smaller building connected with the present women's wards is needed.

" A school and industrial building designed for all the classes receiving instruction is needed. Regularly organized class work in sewing, knitting, woodwork, basket-making, etc.,

is a moral stimulus, has economic value and is a source of happiness to the patients, many of whom have learned to do useful work of various kinds.

"The State Board of Charities recommends for the Rome State Custodial Asylum the following appropriations or so much thereof as may be necessary:

For a hospital pavilion to accommodate 100 tuberculosis patients . . . . .	\$50,000 00
For dormitories to accommodate 300 inmates.	150,000 00
For a service building for new group. . . . .	100,000 00
Equipment, furniture, etc . . . . .	15,000 00
Addition to boiler house and equipment. . . . .	20,000 00
For enlarging main water line. . . . .	15,000 00
For school building . . . . .	30,000 00
For extraordinary repairs and new equipment	5,000 00
<hr/>	
Special appropriations recommended. . . .	\$385,000 00
For maintenance, of which \$5,000 shall be for ordinary repairs . . . . .	240,000 00
<hr/>	
Total appropriations approved . . . . .	\$625,000 00"
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### *Working Girls' Home of the Rome State Custodial Asylum*

A Working Girls' Home has been established at 209 W. Thomas street, telephone number, 172-J, where girls are available for domestic work, sewing, etc., by the day, week or month. The girls going out from this place to work are capable of doing all kinds of domestic work except special cooking. They are only able to do common cooking.

Their services may be secured by telephone at the rate of fifty cents per day and thirty cents per half day, and their services will be available for employment at any time on short notice by telephone.

Settlement for services will be paid direct to the manager of the Home. Bills will be regularly rendered for such services.

These girls are not defectives, but are girls who have been orphans and have never known a natural home, and when later in



Letchworth Village, Thiells, N. Y. Two Large Dormitories With Entrance in Center.

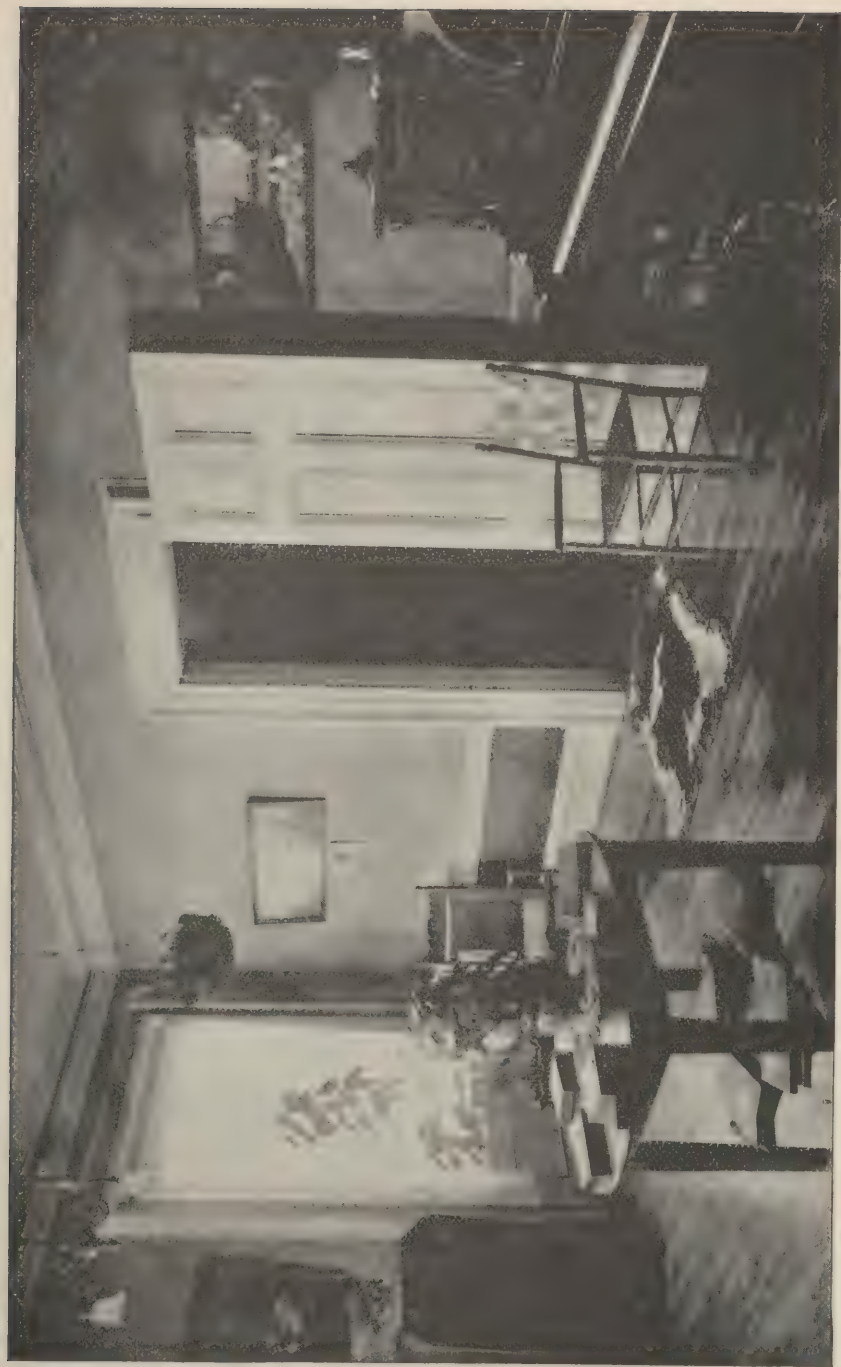




Letchworth Village, Thiells, N. Y.—Colony building







Letchworth Village, Thiells, N. Y.—Reception room in colony building for boys





Letchworth Village, Thiells, N. Y.—Reception room in colony building







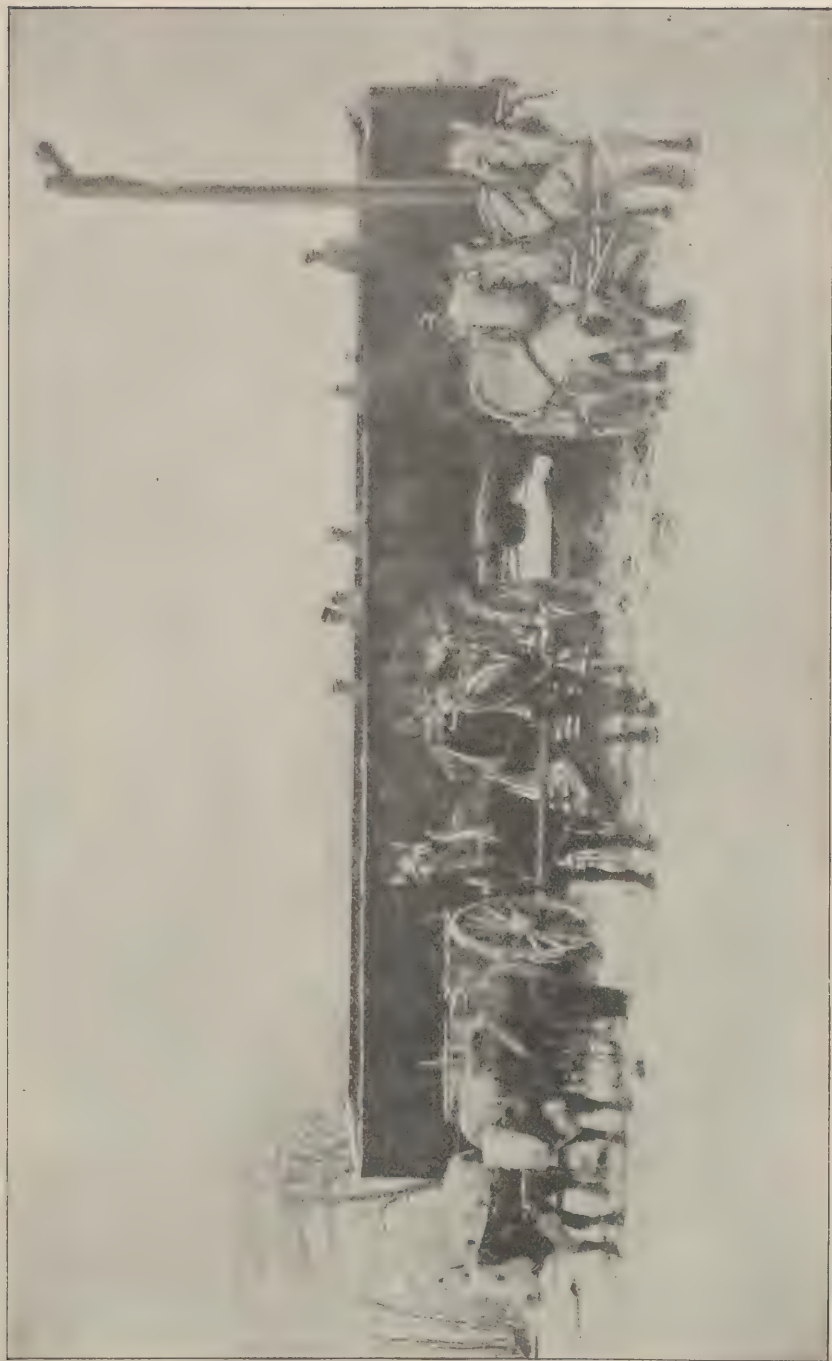
Letchworth Village, Thielles, N. Y.—Sawing and splitting wood





Letchworth Village, Thielles, N. Y.—Sawing and splitting wood





Letchworth Village, Thiells, N. Y.—Unloading fertilizer (picture made in snowstorm)







Letchworth Village, Thiells, N. Y.—Unfinished building





Letchworth Village, Thiells, N. Y.— Unfinished building







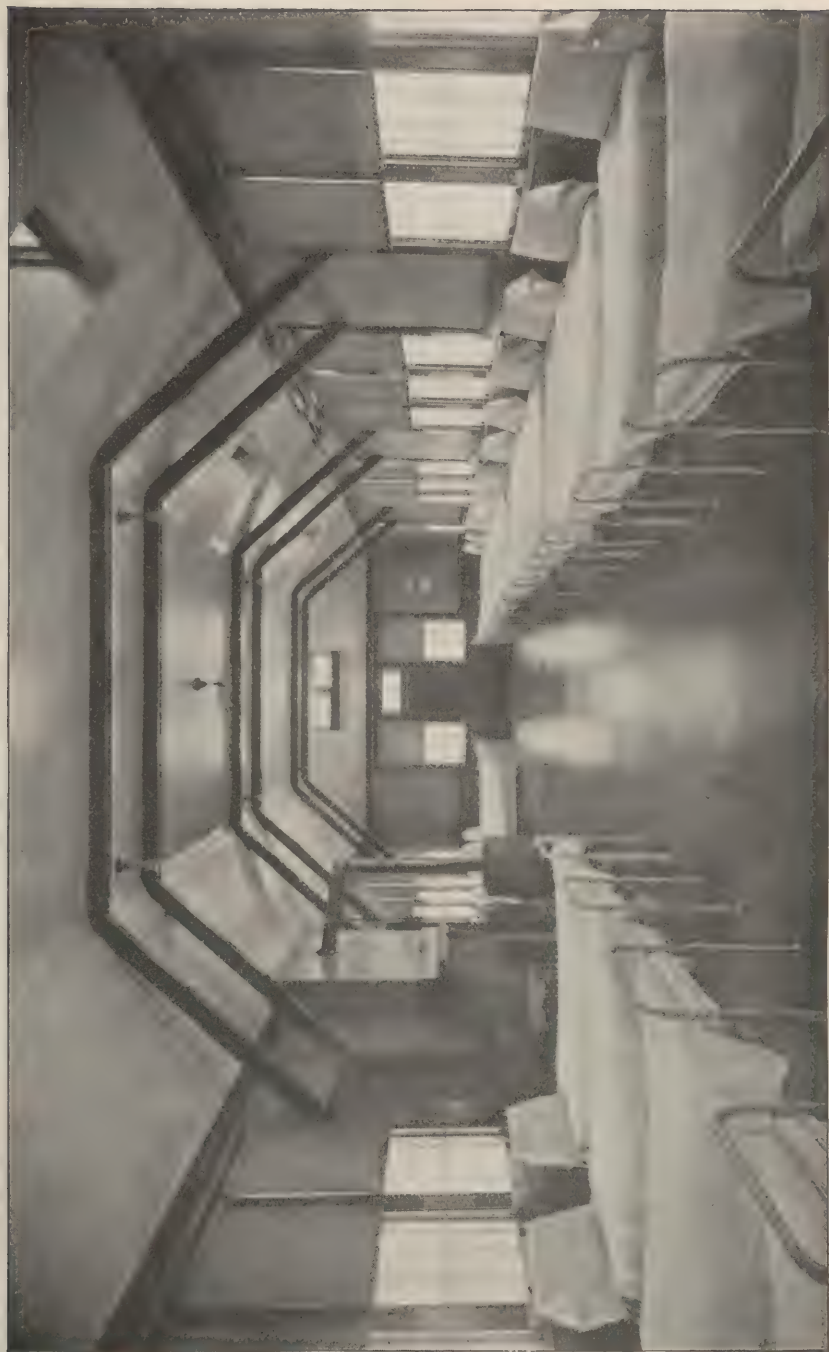
Letchworth Village, Thiells, N. Y.—Attendants' dining room in colony building





Letchworth Village, Thiells, N. Y.—Inmates of colony building at dinner; dining hall in colony building





Letchworth Village, Thiells, N. Y.—Interior of dormitory in colony building



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life they have gone out into the world they have been unable to get along because of lack of proper home training and natural worldly experiences, as the result of which they were sent to this asylum for study, care and training, and we are sending them out to work, after having been thoroughly trained and tested here, to see if they can get in touch with the world under normal conditions and thus learn to be self-sustaining and have their entire freedom.

*Letchworth Village, Thiells, N. Y.*

The State Board of Charities in its report to the Legislature of 1915, makes the following statement with relation to this institution and the following recommendations for appropriations thereto:

" This institution has at present capacity for 100 inmates. The number in the institution October 1, 1913, was 102; during the year 5 were admitted, 7 were discharged, and 1 died, leaving a population of 90 men and boys September 30, 1914. The average number of inmates was 100 and the average weekly cost of support, including the value of home and farm products consumed, was \$13.34; excluding this value, \$11.14.

" The receipts were: From cash on hand at the beginning of the year, \$399.32; from special appropriations, \$67,963.10; from maintenance appropriations, \$60,000; from all other sources, \$764.56; making the total receipts, \$129,126.98.

" The maintenance expenditures were: For salary of superintendent, \$4,500; for wages and labor, \$25,486.11; for provisions, \$5,926.26; for general supplies, \$1,854.53; for clothing, \$2,393.75; for fuel and light, \$3,264.08; for hospital and medical supplies, \$98; for furniture and furnishings, \$357.32; for transportation of inmates, \$33.73; for farm and garden supplies, \$6,218.63; for ordinary repairs and shops, \$3,093.95; for lawns, roads and grounds, \$126.60; for all other maintenance expenses, \$4,569.10; total, \$57,922.06.

" The extraordinary expenditures were \$68,727.66, of which \$63,413.11 was for buildings and improvements,

\$764.56 for remittance to State Treasurer, and \$4,549.99 for all other extraordinary expenses, making the aggregate expenditures \$126,649.72, and leaving September 30, 1914, a cash balance of \$2,477.26.

"Of the expenditures for maintenance, 51.8 per cent. was for salaries, wages and labor, 10.2 per cent. for provisions, 3.2 per cent. for general supplies, 4.1 per cent. for clothing, 5.6 per cent. for fuel and light, .2 of 1 per cent. for hospital and medical supplies, .6 of 1 per cent. for furniture and furnishings, 10.7 per cent. for farm and garden supplies, 5.4 per cent. for ordinary repairs and shops, .2 of 1 per cent. for lawns, roads and grounds, and 8 per cent. for all other maintenance expenses, including a small outlay for transportation of inmates.

"Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$30,000; for provisions, \$5,000; for fuel and light, \$5,000; for clothing, \$1,600; for medical supplies, \$300; for furniture and furnishings, \$1,100; for farm and garden, \$7,000; and for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$21,240.

"Chapter 531, Laws of 1914 (Special Act), appropriated for hen houses, including house for incubator, \$500.

"Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: For Cottage A, \$41,970.15; for Cottage B, \$41,970.15; for Cottage C, \$41,970.16; for Cottage D, \$41,970.18; for purchase of furniture and other equipment, including machinery, horses, cows, wagons, oxen, and farm tools and equipment, \$6,196.85; for laundry building and necessary equipment, \$40,725, and for extending sewage system, \$5,500.

"The maintenance appropriations amounted to \$71,240, the special appropriations to \$500, and the reappropriations to \$220,302.49, making the total available, \$292,042.49.

"The Board of Managers in their Sixth Annual Report says: 'In 1907 Governor Hughes appointed William R. Stewart, Franklin B. Kirkbride and Alexander C. Proudfit

a commission to select a site for a new institution for the feeble-minded and epileptic in the southeastern part of the State. The Commission was also required to make an investigation of the number of defectives needing custodial care. A site was chosen at Thiells, Rockland county, appropriations were made for its purchase, two reports were issued, and on September 11, 1909, the Commission, having completed its work, turned the site over to the Board of Managers, which had in the meantime been appointed by Governor Hughes.

“The Board of Managers in its first report to the Legislature of 1910 said: ‘The Board of Managers realizes that Letchworth Village is a part of the State’s comprehensive system of care for its defective wards, and that the rapidity of the development must depend on the condition of the State treasury.

‘They consider it their duty to see that the greatest economy and the wisest business methods are employed. They believe that, while all materials should be of the best quality in construction of a permanent nature, large and costly buildings are not advisable. They are also of opinion that it is essential to secure the best expert advice on all technical matters relating to the construction and development of the Village.’

‘This policy has been followed and has resulted in the development of the Village proceeding on orderly lines, each step being taken only after careful investigation by the best experts obtainable and with plans made looking to ultimate requirements.

‘The most important accomplishments to date are the following:

‘Adoption of plan of development. Adoption of system of mechanical equipment. Adoption of architectural treatment.

‘Construction of spur track. Construction of two farm colonies for admission of 100 patients. Remodeling buildings on the site.

‘Construction of dam and water supply system. Construction of sewage disposal plant and main trunk sewer.

'Construction of superintendent's residence. Construction of cow barn. Construction of ice house. Construction of roads commenced.

'Construction of canning factory and temporary laundry. Introduction of long distance telephone and electricity for light and power.

'Construction of four dormitories of 70 beds each. Construction of hen house. Completion of plans for laundry and power house.

'Preparation of preliminary plans for attendants' home, storehouse and service building. Preparation for admission of 200 additional patients early in 1915, and temporary arrangements for providing food service, and industrial training pending construction of attendants' home, service and industrial buildings.'

"It is exceedingly desirable to have Letchworth Village completed at the earliest possible date. To this end appropriations should be made at one time for groups of buildings as this is a more economical plan than appropriations for single buildings or parts of groups. The general plans for the development of the institution divide the colony into four principal divisions, each of which when completed will have its own dormitory buildings, service halls and other necessary equipments. The colony is to have dormitories for 3,000 patients besides quarters for officers and employees. Work heretofore has been prosecuted in anticipation of the erection of these groups of buildings in the immediate future with their immediate need of water mains and sewage disposal lines. Besides these, some roads have been made and the farm lands improved. The colony was formally opened July 11, 1911, when 32 patients were received, and 100 inmates have now resided on the grounds for over three years, during which time they have been employed in such work as they could do under the direction of employees. Dormitory buildings to accommodate 280 additional inmates have been in course of construction for more than a year and should be ready for occupancy early in 1915. They are known as cottages A, B, C and D of the First Group, and the appropri-



ation for their construction was \$168,000. The original appropriation for these buildings was made by chapter 530, Laws of 1912, but delays in the State Architect's office prevented the approval of contracts until June 11, 1913, since which time their completion has been further delayed by various building troubles, difficulty in obtaining material and the necessity of waiting for the final location of the steam lines. In the construction of these cottages field stone squared and faced has been used. On October 1st the four cottages were completed, excepting the roofing and interior carpentry. All will have slate roofs and be practically fire-proof. Other appropriations for buildings in the first division made by chapter 530, Laws of 1912, amounting in the aggregate to \$220,000 lapsed because of these delays in the State Architect's office and elsewhere. The Legislature of 1914 reappropriated the items, but Governor Glynn vetoed all the reappropriations except one of \$47,000 for a laundry, plans for which have recently been approved and which should now be begun without further delay. The same is true of the service hall appropriation, for, although the plans were approved in February, 1914, and the building is greatly needed at this time, when 280 inmates are to be added to the population, it was permitted to lapse. The attitude of some of the State officials toward this institution has been that of persistent obstruction instead of the helpful coöperation it deserves. This was clearly indicated by the veto of the reappropriations and by the fact that although the State Board of Charities recommended that Letchworth Village be given additional appropriations amounting to \$657,000 only \$500 was finally granted. The result of this obstructive policy is not only the postponement of the final completion of the institution and the continuance of economic waste, but also the neglect of a class of unfortunates who, although unable to protect and care for themselves, are yet a most serious menace to the State. Letchworth Village should be completed without further delay and all appropriations which can be properly expended in its development during the next three years should be made available by the Legislature of 1915.

" From this time the architectural problems will become less as the buildings of the various groups will be almost identical in character. The general plans for dormitory buildings and other structures which are in course of erection may be used, with some modifications, for all other buildings which will be used for similar purposes in the other groups of the village. There should be no further occasion for delay from failure to secure and approve plans, specifications and contracts.

" While the State Board of Charities urges upon the Legislature the necessity of proceeding with the development of Letchworth Village as rapidly as possible, it would definitely recommend that the program for the coming year be the completion of the first main group intended for improvable boys. This will necessitate the construction of the following buildings: Four additional dormitories to accommodate in all 280 more patients, service building, attendants' home, gymnasium and assembly hall, industrial building.

" When this group has been completed, the construction of the second main division should be commenced. The construction of the two groups should proceed simultaneously, if the Legislature feels that the finances of the State will permit the necessary expenditure at this time.

" The State Board of Charities recommends for Letchworth Village, Thiells, the following appropriations or so much thereof as may be necessary:

For Cottage E.....	\$42,000
For Cottage F.....	42,000
For Cottage G.....	42,000
For Cottage H.....	42,000
For an administration building.....	40,000
For a stone crusher with equipment for same and for housing.....	6,000
For the purchase of furniture and other equip- ment.....	10,000
For conduits, piping, electric and telephone lines.....	45,000
For sewer lines.....	10,000



Craig Colony for Epileptics, Sonoma, N. Y.—Group of nine buildings, women's section





Craig Colony for Epileptics, Sonyea, N. Y.—Group of twelve buildings, women's section







Craig Colony for Epileptics, Sonyea, N. Y.—Laboratory  
Well equipped but poorly supported





Craig Colony for Epileptics, Sonyea, N. Y.—Laboratory  
Insufficient appropriation to permit real research







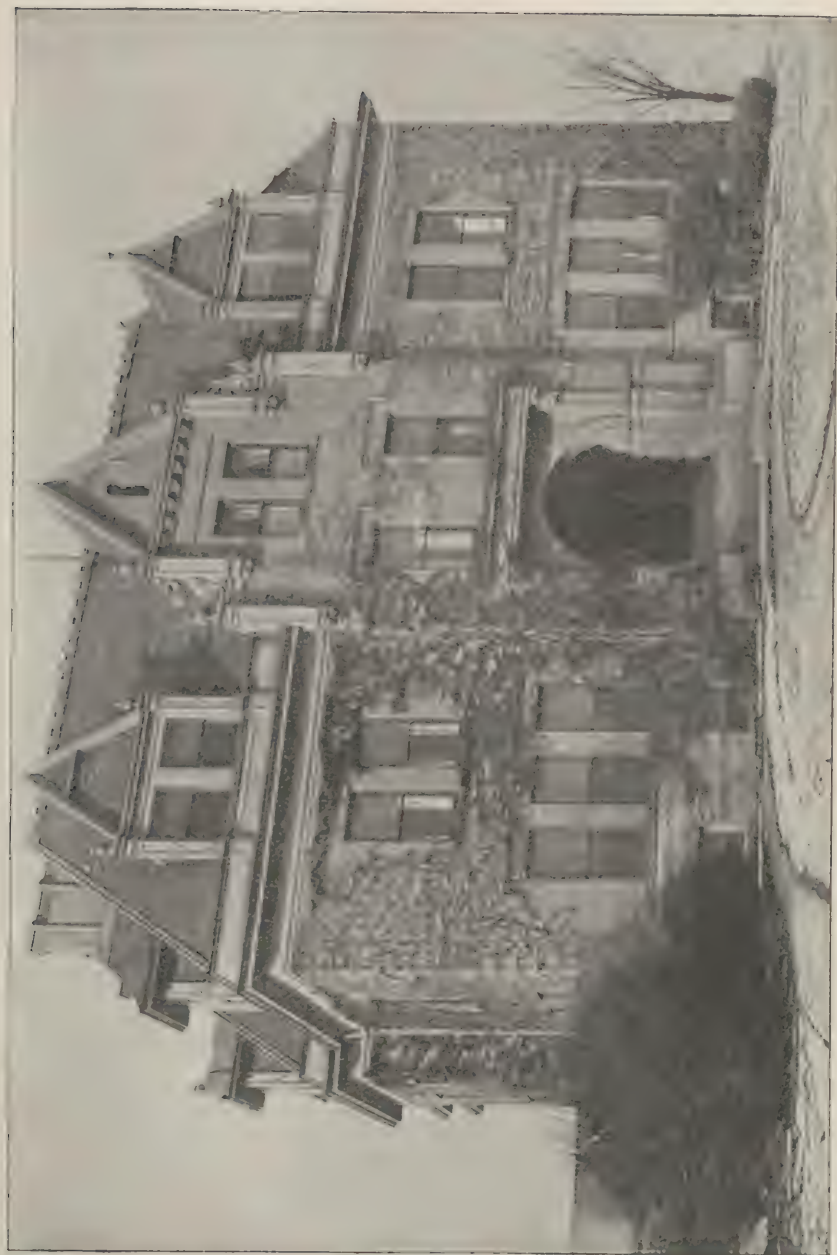
Craig Colony for Epileptics, Sonyea, N. Y.—Hospital





Craig Colony for Epileptics, Sonoma, N. Y.—Letchworth and another building to left of administration building





Craig Colony for Epileptics, Sonoma, N. Y.—Administration building







Craig Colony for Epileptics, Sonyea, N. Y.— One of village green group, six houses





Craig Colony for Epileptics, Sonoma, N. Y.—Three of village green group of houses. Three others of same type on opposite side of road







Craig Colony for Epileptics, Sonyea, N. Y.—Building for tubercular male patients; another building duplicate of same for women  
A fine modern plant





Craig Colony for Epileptics, Sonyea, N. Y.—Quarantine building





Craig Colony for Epileptics, Sonyea, N. Y.—Infirmary for men







Craig Colony for Epileptics, Sonyea, N. Y.—Room of a girl patient  
Attractive and homelike





Craig Colony for Epileptics, Sonoma, N. Y.—The J. R. Hawkins schoolhouse  
Inadequate for purpose







Craig Colony for Epileptics, Sonoma, N. Y.—Iroquois building





Craig Colony for Epileptics, Sonoma, N. Y.—Second group of buildings, house to left first building in New York State devoted to care of epileptics





Craig Colony for Epileptics, Sonyea, N. Y.—First house in State of New York devoted to care of epileptics  
Part of old Shaker colony







Craig Colony for Epileptics, Sonyea, N. Y.—Example of deterioration  
Inadequate appropriation for upkeep or repairs because of plea for economy





Craig Colony for Epileptics, Sonyea, N. Y.—Dormitory in men's infirmary







Craig Colony for Epileptics, Sonyea, N. Y.—Scene at power-house





Craig Colony for Epileptics, Sonyea, N. Y.—Day-room for men (moderate lowgrade in infirmary)  
Note need for electric light in daytime





Craig Colony for Epileptics, Sonyea, N. Y.—Laundry at Sonyea being repaired after fire  
False economy



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For a service building.....	\$60,000
For an attendants' home.....	50,000
For a storehouse, bakery, refrigerating plant and cold storage building.....	60,000
For an assembly hall.....	60,000
For two permanent bridges on the spur track.	11,000
<hr/>	
Making special new appropriations recom- mended .....	\$520,000
Reappropriations:	
For furniture in buildings A, B, C and D..	10,000
For power and heating plant and equip- ment .....	75,000
For steam conduits and piping.....	20,665
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Total for extraordinary purposes.....	\$625,665
For maintenance, of which \$2,500 shall be for ordinary repairs.....	142,500
<hr/>	
Making the total appropriations recom- mended .....	\$786,165 "

*Report of Visit to Craig Colony for Epileptics at Sonyea, N. Y.*  
November 13, 1914

Conference between Dr. Max G. Schlapp, Commissioner, Mr. Richard M. Neustadt, Secretary, and Dr. George K. Collier, Assistant Medical Superintendent.

Craig Colony for Epileptics is situated on a beautiful stretch of country near the town of Mount Morris, with a site of approximately two thousand acres and a capacity of some fourteen hundred patients. The land is naturally divided by a gully and a brook, on each side of which are being built the sets of dormitories for men and women separately. The complete plans call for an institution housing 2500 inmates in cottage dormitories housing thirty-five patients each.

Some of the dormitories for women held only eighteen patients, two in a room. Because of the small number accommodated, and because there must be complete equipment for the preparation of meals, in each center, the cost of maintenance is necessarily very high. In fact this whole method of care is excessively expensive and proves that the policy of small house groups — the so-called "cottage system" — can easily be carried to an extreme.

The buildings are attractive to the eye, but are not as well suited to the needs of the patients as would be more economical planned houses, built on some simple unit of construction similar to that which has been worked out so successfully at the Massachusetts institutions at Waverly and Wrentham. The impracticability of the design of architecture is shown clearly by the fact that the day room in the newest building of the men's group has to be illuminated by electricity all day long. Moreover many of the buildings are in bad repair; in some cases, as the pictures will show, there are serious cracks in the wall, and a general settling of the whole building, due to lack of attention. This is not a question of administration but of appropriation; it is surely false economy to build expensive dormitories in a State institution and then let them fall into ruin because of the need of regular repairs.

The patients do a great deal of work in the farm, but because of the nature of the disease there are many who cannot be so active. For these it is vital that some useful employment be provided, if for no other reason than that they be kept from becoming morose and introspective — a condition of mind which seriously aggravates their tendency towards epileptic seizures. The school work is terribly hampered for lack of funds, and there is practically no opportunity afforded for the manual training which is such an attractive and helpful feature of the work in other institutions of this character. The need for a new building and new equipment work is most urgent.

*Recommendations of the State Board of Charities.*—The State Board of Charities in its report to the Legislature of 1915, contains the following statement with relation to this institution and the following recommendations for appropriations thereto:

“The Colony has at present capacity for 1,400 inmates. The number October 1, 1913, was 1,427 and 211 were admitted during the year, making the total number under care, 1,638. Of these, 90 were returned to parents or guardians, 1 was transferred to another institution and 126 died, leaving 1,421 present September 30, 1914, of whom 752 were men and boys and 669 women and girls. The average number present during the year was 1,428 and the average weekly cost of support, including the value of home and farm products consumed, \$4.46; excluding this value, \$4.02.

“The receipts during the year ending September 30, 1914, were: From cash on hand at the beginning of the year \$2,037.30; from special appropriations, \$6,854.37; from unexpended appropriations of former years, \$35,375.23; from maintenance appropriations, \$301,000; from counties, towns and cities, \$20,971.61; from individuals for the support of inmates, \$6,895.99; from all other sources, \$2,822.09; total, \$375,956.59.

“The maintenance expenditures were: For salaries of officers, wages and labor, \$128,932.43; for provisions, \$70,385.63; for general supplies, \$6,982.28; for clothing, \$17,360.92; for fuel and light, \$30,479.60; for medical supplies, \$4,371.93; for furniture and furnishings, \$6,836.09; for transportation of inmates, \$269.19; for farm and garden, \$9,931.03; for ordinary repairs, \$13,324.76; for all other maintenance expenses, \$10,150.50; total \$299,024.36.

“The extraordinary expenses were: For buildings and improvements, \$31,439.61; for extraordinary repairs, \$7,952.49; for remittance to State Treasurer, \$30,689.69; for all other extraordinary expenses, \$2,837.50; total, \$72,919.29; making the aggregate expenditures for the year, \$371,943.65; and leaving a cash balance of \$4,012.94 at the close of the year.

“The assets October 1, 1914, were the balance in cash,

\$4,012.94; due from counties, cities and towns, \$16,680.28; and \$2,613.02 due from individuals.

“ Of the expenditures for maintenance, 43.1 per cent. was for salaries, wages and labor, 23.5 per cent. for provisions, 2.3 per cent. for general supplies, 5.8 per cent. for clothing, 10.2 per cent. for fuel and light, 1.5 per cent. for medical supplies, 2.3 per cent. for furniture and furnishings, .1 of 1 per cent. for transportation of inmates, 3.3 per cent. for farm and garden, 4.5 per cent. for ordinary repairs, 3.4 per cent. for all other maintenance expenses.

“ Chapter 529, Laws of 1914 (Appropriation Bill), appropriated for salaries of officers and wages of employees, \$120,000; for provisions, \$62,000; for fuel and light, \$30,000; for clothing, \$20,000; for medical supplies, \$5,000; for furniture and furnishings, \$16,000; for farm and garden, \$16,000; for transportation of inmates, books and stationery, ordinary repairs and all other miscellaneous and general expenses necessary for the maintenance of the institution, \$33,000.

“ Chapter 531, Laws of 1914 (Special Act), appropriated for restoring the laundry building and replacing equipment, \$15,000; for constructing six employees' cottages and outside connections, \$6,000; and for extension and repairs to dairy barn, \$5,000.

“ Chapter 521, Laws of 1914 (Special Act), reappropriated unexpended balances as follows: For sun rooms, Hepatica, Iris, Nasturtium and Orchid cottages, \$800; for new barn to replace one in rear of Walrath cottage, \$4,958.29; for improving the water supply of the Colony, including engineering services, \$14,936.70; for deficiency in the appropriation for enlarging the underground crossing, \$2,500; and for enlarging the underground crossing, \$7,500.

“ The maintenance appropriations amounted to \$302,000, the special appropriations to \$26,000 and the reappropriations to \$30,694.99, making the total available \$358,694.99.

“ Epilepsy has its victims in every section of our country and besides the social dangers involved in its increase, the economic burden of treatment and maintenance of indigent



patients is heavy. This is proven by the fact that in addition to the large number of epileptics who receive treatment at private expense in general hospitals or in private rooms, 6,289 patients are cared for at public cost in twelve institutions for epileptics in the United States and one in Canada. Eight states now have special state hospitals or colonies for the treatment of this disease and in Michigan, Iowa, Connecticut and Illinois, state institutions have been established which will receive patients in the near future. In two states the institutions are under private control.

"A study of the statistics relative to patients in Craig Colony makes it easier to realize the fact that science has not yet been able definitely to ascertain the cause of epilepsy or provide a remedy. Since the institution was opened for the reception of patients in January, 1896, 4,077 persons have been under treatment, of whom 1,216 died, 143 became insane and were committed to State hospitals, 682 were discharged unimproved, 551 were permitted to leave, having been to some extent improved during their stay, but only 62 of the whole number under treatment are reported as recovered. During the past fiscal year the lowest daily census of inmates present in the Colony was 1,418; the highest census, 1,440. One hundred twenty-six of these patients under treatment during the year died and only 5 are reported as recovered.

"Epilepsy is called 'the most intractable of all disorders.' The underlying causes principally relate to the brain and the nervous system. Heart abnormalities and disturbances in the gastro-intestinal tract and other functional derangements may affect the progress of the disease, but it may safely be affirmed that science has not yet been able to control it and that comparatively few persons even under the most favorable conditions are cured. Many improve rapidly after entering the Colony but the improvement is seldom permanent.

"Tuberculous infection of the bronchial glands in childhood has been assigned by some investigators as a probable cause for the development of epilepsy in later life, the convulsions appearing to be due to reflex irritation or to a toxemia which acts on an unstable nervous system until the

seizures establish a vicious periodic habit. The microbes send the toxic products of their activity into the blood stream poisoning the central nervous system and while the nervous system is thus affected, it is suggested the toxemia at the same time checks the tuberculous processes. How far this is true can only be determined by prolonged observation, for which there are many patients at Craig Colony, for in a series of 524 deaths, 96 patients died of pulmonary tuberculosis, and at the present time 200 others have it. These need the open air treatment. Many of them sleep on verandas but for others there is need of more space, and large verandas should be erected on the hospital and infirmaries where they can be under more constant observation than in the ordinary cottages. This will, in a measure, prevent the communication of the disease to patients now free from it.

"It is probable that if the laboratory equipment is enlarged and a special annex to the hospital arranged for patients under observation, more effective work may be done in the way of research than has been accomplished heretofore. The institution is embarrassed in its scientific investigation by the fact that with a wealth of material for close study, it has not been given the means continuously to prosecute extended scientific research. Craig Colony should be more than a custodial asylum for epileptics and this intention was expressed in the act establishing the institution, which provided it should be for the 'humane, curative, scientific and economical care and treatment of epileptics.' Although the disease has baffled scientists heretofore, other diseases which apparently were equally obscure have been successfully studied and curative treatments discovered and this fact warrants the opinion that ultimately the problem of epilepsy will be solved. New York State has the largest Colony in the United States exclusively devoted to its treatment and should therefore afford the best opportunity for observation and scientific study. But to make use of the material the laboratory must be enlarged and the facilities of the Colony hospital increased to make both adequate for the task.

"Peterson Hospital has been in use for a number of years but is an uncompleted building awaiting an appropri-

tion for the additional wing. Its limited ward space is not all available for hospital cases for in order to carry on the domestic work of the hospital and that of the administration building, female patients are employed during part of each day. It is either necessary to give them room in the hospital, thus taking ward space from patients who should be there, or have them live in the cottages of the women's group, half a mile from the place of employment which would be dangerous and would delay the daily routine on inclement days. The addition of a new wing to the hospital will provide more ward space for sick patients and the domestic help should be provided for in a separate building nearby.

" Four fires occurred during the fiscal year, the first being in the laboratory basement where an old gas machine exploded, fortunately causing only a small amount of damage. Two were in cottages and were subdued with small loss; the fourth destroyed the dining room building at the brick yard, but the structure was small, built of logs by the inmates as a temporary makeshift and can be replaced for a small sum of money.

"A new chimney stack has been constructed for the power plant and is large enough to provide for the general heating system ultimately to be installed. The central heating plant which was approved cannot be constructed for the appropriation made for the purpose. The Colony is so extensive that several boilers of large capacity must be provided in addition to the present battery and many conduits be built and steam lines laid. It is wasteful and expensive to do the work piecemeal and in the interest of economy it should all be undertaken at one time, and therefore a sufficient addition to the available appropriation should be made by the Legislature of 1915 in order that this important improvement may be finished if possible during the calendar year.

" Sun rooms have been arranged in connection with four of the cottages for women and a number of other improvements were completed. Others are under way, among them being four cottages to be used by employees. It is desirable to retain efficient attendants, supervisors and other employees of the Colony for long periods of service that the patients

and the State may have the benefit of their experience. This can only be done when the employees are contented and therefore the provision for their comfort should be satisfactory. Small cottages for married couples, good home buildings for others, together with facilities for recreation are essential.

“ One hundred and fifty-two epileptics, none of whom are insane, are at present maintained in the almshouses of the State, which are not equipped to give proper care to such cases. All would be committed to Craig Colony if it had more rooms. The large brick building known as Letchworth House has been a menace for several years to the safety of the patients and attendants who have rooms therein, and recently has been condemned by the State Fire Marshal. The floors are solid, foundations substantial and the location is satisfactory for an employees' building. It should be remodeled and made fireproof and then will make a good home for some of the men attendants, supervisors and other employees. The inmates who now are assigned to Letchworth House should be provided for in two new cottage dormitories for which an appropriation was recommended by this Board last year. These cottages could be of capacity and architecture similar to Iroquois cottage, the new building of the West Farm group. The change proposed will be in the interest of discipline, increase capacity by opening up rooms now occupied by attendants and permit a better classification.

“ The two infirmaries at the Colony were originally intended for mentally confused patients but experience has proven them unsuitable for this purpose and the crowded condition of the institution has resulted in all the beds in these buildings being assigned to patients largely of the custodial type. A special cottage to be used solely for mentally confused patients should be provided and placed under the direct supervision of a member of the medical staff.

“ Besides these buildings, two cottages are needed for the quarantine and study of all newly admitted patients. If built, one of the physicians could be assigned to this reception cottage to observe the new patients and determine the best treatment for them.



"Experience has proven that epileptic patients can be given beneficially certain forms of instruction, even though the mental powers are weakened by the disease. The general training, moral discipline, obedience and habits of order acquired are not lost, when later the memory becomes seriously affected. Habits survive the seizures and the general influence of the school makes the patients easier to control than they would be without its discipline. An additional wing to the central school building is required to provide more class rooms. The western section and connecting corridors of the building have been in use one year, affording room for a number of classes for young girls but the boys have the use of only a small part of the building for work in arts and crafts. An east wing will have a sufficient number of class rooms to permit all the younger boys to have systematic training.

"The Colony roads and general grading require constant attention and other repairs must be made annually to keep the property in good order. The cost of annual upkeep of the buildings should be provided from the maintenance funds but a number of important improvements can only be made from a special appropriation for extraordinary repairs and equipment.

"The State Board of Charities recommends for Craig Colony for Epileptics, Sonyea, the following appropriations or so much thereof as may be necessary:

For two new cottage dormitories to take the place of the dormitories in Letchworth House . . . . .	\$80,000 00
For the remodeling of Letchworth House into an employees' home. . . . .	25,000 00
For the west wing of Peterson hospital. . . . .	45,000 00
For an addition to the laboratory. . . . .	10,000 00
For the east wing of the central school building	20,000 00
For two cottages for mentally confused patients	40,000 00
For a reception, quarantine and observation cottage for all new patients. . . . .	40,000 00
For a steel coal trestle and coal pockets. . . . .	15,000 00



For the central heating plant.....	\$80,000 00
For supplementary appropriation for four cottages for employees.....	3,300 00
For extraordinary repairs and equipment....	28,100 00
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Special appropriations recommended....	\$386,400 00
For maintenance, of which \$10,000 shall be for ordinary repairs.....	320,000 00
<hr/>	
Making the total appropriations approved	\$706,400 00"
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#### APPENDICES TO THIS REPORT

With this report the Commission respectfully submits the following appendices:

(a) Report of Enumeration of Mental Defectives in New York State, by Dr. Gertrude E. Hall, Director of the Bureau of Analysis and Investigation of the State Board of Charities.

(b) Report on the Mental Examinations of Persons in Westchester County, N. Y., by E. H. Mullan, Passed Assistant Surgeon, U. S. Public Health Service.

(c) Directory of State and other institutions in the United States for the Care of the Mentally Deficient, by Miss Stella E. Packard.

(d) Bibliography of Eugenics and Related Subjects.

Proposed legislation will shortly be introduced to give effect to the recommendations of the Commission.

Respectfully submitted,

ROBT. W. HEBBERD,

*Chairman;*

MARY C. DUNPHY,

MAX G. SCHLAPP, M. D.,

AARON DENENHOLZ, M. D.,

HERBERT S. WEET.

ATTEST:

RICHARD M. NEUSTADT,

Secretary.

NEW YORK CITY, *February* 15, 1915.

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REPORT OF ENUMERATION OF MENTAL DEFECT-  
IVES IN NEW YORK STATE

By DR. GERTRUDE E. HALL,

Director of the Bureau of Analysis and Investigation of the State Board of  
Charities

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## SUMMARY OF MENTAL DEFECTIVES

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Number in State and City Institutions.....	6,075
Number in Almshouses .....	1,565
All others known .....	19,698
Total mental defectives known in State.....	27,338
Per cent. of mental defectives.....	.003
Per cent. for part of Westchester county especially surveyed.....	1.15
Number estimated to need State care at once.....	10,000
Necessary to treble State accommodations.	





## REPORT OF ENUMERATION OF MENTAL DEFECTIVES IN NEW YORK STATE, MAY 1914-JANUARY 1915

*To the Commission to Investigate Provision for the Mentally Deficient:*

Report of the enumeration of mental defectives in New York State which was begun in May, 1914, by the State Board of Charities and continued after November 1, 1914, at the request of your Commission, is submitted for your consideration:

### NEED OF AN ENUMERATION

The State's duty to provide places of custody for the feeble-minded and epileptic is relative to the need. The accommodations at present provided are known to be inadequate, but the degree of inadequacy is unknown. The need for more State custodial institutions can be estimated by determining (1) how many feeble-minded and epileptics there are in the State, and (2) how many of them need State care. To arrive at the number of feeble-minded it is necessary first to have a definition of feeble-mindedness and then to apply it. The diagnosis of feeble-mindedness as regards causation and remedial treatment is a medical problem; the determination of mental status by use of Binet or other tests is a matter of psychology; but it is also possible to estimate whether mentality is normal or not as based on the social reaction of individuals. This is the province of sociology. The definitions laid down by the English Royal Commission on the Care of the Feeble-Minded are based on social reaction rather than on medical diagnosis or psychological measurement, and are as follows: "Idiots are persons so deeply defective in mind from birth or from an early age that they are unable to guard themselves from common physical dangers, such as, in the case of young children, would prevent their parents from leaving them alone.

"Imbeciles are persons who are capable of guarding themselves against common physical dangers, but who are incapable of earning their own living by reason of mental defect existing from birth or from an early age.

"The feeble-minded are persons who may be capable of earning a living under favorable circumstances, but are incapable from mental defect existing from birth or from an early age (a) of competing on equal terms with their normal fellows or (b) of managing themselves and their affairs with ordinary prudence."

This definition of feeble-mindedness was used largely in the present enumeration of mental defectives in New York State.

The question as to which of the feeble-minded and epileptic require permanent custody is an important one. Through its police power the State exercises the right to confine against their wills law-breakers and to quarantine persons suffering with communicable diseases. All citizens are entitled to life, liberty and the pursuit of happiness unless they are a menace to the State and jeopardize the health or rights of others. An enlargement of the number of persons kept under permanent custody means the curtailment of individual rights and must be resorted to only to promote the welfare of the individuals and the good of the State. There could be no possible justification of the wholesale detention of classes of society who are not up to the desired standard of educational fitness, industrial efficiency or social purity. The process of evolution, so far as at present understood, indicates that summary and revolutionary measures to modify the race are hazardous and probably futile. Nevertheless a portion of the State's population is so undesirable, so unfit for parenthood, and so incapable of self care that it requires permanent custody. It was primarily the object of the enumeration to locate persons of this character, and an estimate of the additional State provision needed to care for these persons will be made after the census figures are given.

The work will be reported in four sections, under mental defectives in almshouses, up-state census, New York city census and Westchester county survey.

#### MENTAL DEFECTIVES IN ALMSHOUSES, SUMMER 1914

The almshouse is the fundamental custodial institution in the State, being the oldest in point of time. Authorization of the town almshouse system is contained in "An act for the settlement and relief of the poor," chapter 184, Laws of 1801. With minor

exceptions, the county system has now superseded the town system, but the general method of poor relief is based, as at first, on the English system. It was the misfortune of the almshouses that the insane, idiotic, blind, deaf and vagrant, as well as the sick and aged poor, were foisted upon them for care, because there was no other place for them. As the needs of the various classes of dependents were better understood, special provision was made for them, but the earliest State institutions were of an educational and not of a custodial character. They include an institution for "instructing" the deaf established in 1818, a refuge for juvenile delinquents in 1824, an institution for the blind in 1831, to teach "useful trades" to the males and "plain and fancy needlework" to the females, and finally a school for the "training" of young idiots in 1851. The needs of the chronic insane were recognized in the act of 1865 which created the Willard Asylum, but full State care of the chronic insane was established later.

Meanwhile defectives of all ages and conditions were housed in the almshouses until their rightful aim to provide humane care for the sick and aged poor was almost defeated. The feeling that idiots cannot be cared for properly in almshouses is shown in a law which antedates the provision of State care for this class. Section 92, chapter 20 of title 1, Banks' Revised Statutes of New York, edition of 1875, vol. ii, p. 825, says: "In those counties where county poorhouses may be established the superintendents *may* provide for the support of paupers that may be idiots or lunatics out of such poorhouse, in such manner as shall best promote the interests of the county and conduce to the comfort and recovery of such paupers."

By 1896, when the custodial asylums at Newark, Rome and Craig Colony had been established, the Poor Law became more explicit, and section 6 of article 2 says: "The superintendents of the poor *shall* provide for the support of poor persons that may be idiots or lunatics at other places than in the almshouse \* \* \*." This law remains unchanged to-day and by its provision it is illegal to retain an "idiot" in an almshouse. What then is an "idiot?" The report of the State Board of Charities for the year 1896 states that after consulting many authorities the Board and the Commission in Lunacy fixed on the following definition of an idiot: "An

idiot is a person who by reason of a condition of brain, either congenital or acquired prior to the age of twelve years, has his normal functions so far impaired that he is incapable of performing any other than mere mechanical duties under the direction of his guardian." (Thirtieth Annual Report of the State Board of Charities, 1896, p. 84.) This definition of an idiot is not synonymous with the definition of an idiot to-day, but includes apparently all the forms of feeble-mindedness then recognized, and was intended to cover them all. In the light of the law and the definition it seems probable that it is illegal to keep in an almshouse any feeble-minded person whatsoever.

The number of feeble-minded persons in the almshouses, who are retained there in violation of this provision of the Poor Law, has been reported in the statistics of the State Board of Charities from year to year, but the count has not been based on medical or psychological diagnosis but on the judgment of the superintendent of poor. It is extremely difficult for him or for anyone else to discriminate between senile or terminal dementia and congenital feeble-mindedness, for in old age first and second childhood look much alike, and some definite information as to the middle life of a person is necessary to determine whether he has recently become weakminded or has always been so.

In the spring of 1914 the State Board of Charities decided to send its trained investigators to the almshouses and by the use of a questionnaire, by direct interviews with the inmates, consultation with the superintendents of poor and use of the records, to determine as closely as possible the number of feeble-minded and epileptics in the almshouses. Every inmate was seen and every doubtful and positive case of mental defect was examined. An effort was made to exclude from the count every case of senile dementia. The questionnaire is as follows:



# QUESTIONNAIRE

(Front)

MARRIED	NAME	F. F.	F. M.	M. F.	M. M.	Given
Almshouse	Admitted	Birthplace	State	County	Town	
Sex	Age	Race	Physical traits			
Ailments						
Mental traits						
Education	Former occupation			Wages		
Morals						
Conduct in Almshouse						
Previous Institutional Care						
Diagnosis			Reasons			

(Back)

Pedigree	Times married	<ol style="list-style-type: none"> <li>1. Name month</li> <li>2. Name year</li> <li>3. Birthday</li> <li>4. Tell time</li> <li>5. Point South</li> <li>6. President of the U. S.</li> <li>7. Last war of U. S.</li> <li>8. Name opposites</li> <li>9. Make change</li> <li>10. How make tea? (F) How raise weight? (M)</li> <li>11. Why committed?</li> <li>12. Contented here?</li> </ol>
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The questions on the back were used to test the general information of the inmates. Investigators were asked to write their diagnosis as the last step of the work, giving their reasons. A sample history is given below:



"K. B., ——— county almshouse. Admitted June 24, 1885, Born Syracuse, N. Y., 1819. Is short in stature. Has asthma. Has had little education. In almshouse is industrious and willing. Formerly occupied at housework. Worked for board and clothes. Has been at the Syracuse State Institution for Feeble-minded Children and at the House of Good Shepherd, Buffalo, N. Y.

"Diagnosis — Feeble-minded.

"Reasons — Incapable of self-support. Teachable to some extent. Is able to give name of month and birthday. Can point to the south. Can make tea. Is unable to name year; to tell time; to name President of United States; to tell last war of United States; to name opposites or to make change.

"Although never married, she has had one child, born dead, by her sister's first husband. Her father is dead; was said to have been a real estate agent. There were three other girls in the family."

All county, city and town almshouses were visited and also the public hospitals in New York city. The inmates of the municipal lodging house, New York city, being temporary, were treated as a part of the general census and not included in the almshouse census. The Randall's Island institution was not included, for, although it is classified as an almshouse institution, it is primarily a custodial asylum, and as such is a proper and lawful place for the care of the feeble-minded. Because New York city has this institution it is customary to send to it the feeble-minded who become dependent, and there are relatively less of them in the almshouses. On this account and because of the very great number of inmates in the New York almshouses, as well as the difficulty of arranging for quiet interviews with them to fill out the questionnaire, the questionnaire was not filled out in full for New York city cases except at the Farm Colony on Staten Island, but aside from this the questionnaire was filled out for every case so far as the mentality and ability of the inmate permitted. Some were too deaf and others were too stupid to undergo a full examination. Still others were ailing in health.

The total number of mental defectives found was 1,565, being 1,413 feeble-minded and 152 epileptics. The total number of males was 762 and of females 803.

# I

## FEEBLE-MINDED AND EPILEPTIC INMATES IN ALMSHOUSES IN NEW YORK STATE

COUNTY	FEEBLE-MINDED			EPILEPTIC			Total defec- tives
	Male	Female	Total	Male	Female	Total	
Albany.....	10	12	22	.....	.....	.....	22
Allegany.....	1	6	7	.....	.....	.....	7
Broome.....	16	16	32	2	1	3	35
Cattaraugus.....	2	6	8	1	.....	1	9
Cayuga.....	10	12	22	1	1	2	24
Chautauqua.....	15	12	27	2	.....	2	29
Chemung.....	9	4	13	.....	.....	.....	13
Chenango.....	13	15	28	1	.....	1	29
Clinton.....	11	9	20	2	1	3	23
Columbia.....	7	15	22	.....	.....	.....	22
Cortland.....	1	4	5	.....	.....	.....	5
Delaware.....	9	4	13	.....	.....	.....	13
Dutchess.....	6	3	9	1	1	2	11
Erie.....	25	28	53	4	3	7	60
Essex.....	6	14	20	1	1	2	22
Franklin.....	8	5	13	1	.....	1	14
Fulton.....	12	8	20	.....	.....	.....	20
Genesee.....	15	5	20	.....	.....	.....	20
Greene.....	2	6	8	.....	1	1	9
Hamilton*.....	.....	.....	.....	.....	.....	.....	.....
Herkimer.....	7	7	14	.....	2	2	16
Jefferson.....	10	15	25	.....	3	3	28
Lewis.....	2	10	12	.....	.....	.....	12
Livingston.....	9	3	12	.....	.....	.....	12
Madison.....	23	12	35	2	1	3	38
Monroe.....	47	35	82	1	3	4	86
Montgomery.....	3	10	13	1	1	2	15
Nassau.....	3	4	7	1	1	2	9
New York City.....	178	196	374	38	30	68	442
Niagara.....	7	7	14	.....	.....	.....	14
Oneida.....	12	22	34	3	2	5	39
Onondaga.....	35	28	63	2	1	3	66
Ontario.....	11	9	20	.....	.....	.....	20
Orange.....	8	21	29	3	7	10	39
Orleans.....	7	7	14	3	.....	3	17
Oswego.....	11	12	23	.....	.....	.....	23
Otsego.....	8	4	12	1	.....	1	13
Putnam.....	1	1	2	1	.....	1	3
Rensselaer.....	6	6	12	2	.....	2	14
Rockland.....	4	3	7	.....	.....	.....	7
St. Lawrence.....	8	15	23	.....	.....	.....	23
Saratoga.....	7	5	12	.....	.....	.....	12
Schenectady.....	6	6	12	.....	.....	.....	12
Schoharie.....	5	.....	5	.....	.....	.....	5
Schuyler*.....	.....	.....	.....	.....	.....	.....	.....
Seneca.....	10	2	12	.....	.....	.....	12
Steuben.....	2	2	4	.....	.....	.....	4
Suffolk.....	9	12	21	.....	.....	.....	21
Sullivan.....	3	4	7	2	.....	2	9
Tioga.....	2	3	5	.....	2	2	7
Tompkins.....	4	5	9	1	1	2	11
Ulster.....	5	9	14	.....	1	1	15
Warren.....	14	13	27	.....	.....	.....	27
Washington.....	4	12	16	2	.....	2	18
Wayne.....	8	15	23	1	2	3	26
Westchester.....	5	19	24	2	3	5	29
Wyoming.....	6	9	15	.....	.....	.....	15
Yates.....	12	6	18	.....	1	1	19
Total.....	680	733	1,413	82	70	152	1,565

\* No almshouse.

The following table of the birthplaces of the mental defectives in almshouses shows that many of them were born and lived within a short radius of the almshouse where they are now inmates, 648 having been born in the same county and 102 in a county adjacent to that in which they are found. It appears also that other states have made almost no contribution to New York State's defective almshouse population, and that the more recent immigration is as yet almost without representation. There are, however, 147 defective inmates who were born in Ireland and 77 born in Germany. This distribution is about the same as for almshouse inmates at large and represents a terminal deposit of the great Irish and German immigration of a generation or two ago. Of all the poor but hard-working Irish and Germans who sought homes in America, toiled here and reared large families of healthy children, a few found themselves worn out with toil at the last, and without means of subsistence. That some of these were persons of inferior intelligence is not surprising. The hard conditions of life, especially in Ireland during the famines, did not tend to alleviate defective mental conditions if they existed. On the whole it appears from this table as from other studies that no race or nation has a monopoly of mental deficiency but that it is found among all races and all classes and that it must be dealt with as a social and not a racial plight.

## II

## BIRTHPLACE

		Male	Female
Foreign-born....	Ireland.....	70	77
	Germany.....	43	34
	Canada.....	16	20
	England.....	14	18
	Italy.....	12	9
	Russia.....	10	4
	Austria-Hungary.....	9	11
	Other countries.....	21	16
Native-born....	Not New York State..	9	11
	Massachusetts.....	6	7
	New Jersey.....	5	7
	Other states.....	11	15
	Same county as almshouse...	322	326
	New York State.....	40	62
		40	33
Birthplace given as New York State.....		18	23
Birthplace given as United States.....		90	75
Birthplace unknown.....		26	55
Total.....		762	803

The age distribution table of feeble-minded and epileptic almshouse inmates seems to offer no support to the argument that the feeble-minded die young. It is well known that the simple, well-regulated life of almshouse inmates tends to lengthen their lives and that many of them attain a very great age. It appears that the feeble-minded and epileptic are no exception to this rule.

### III

#### AGE DISTRIBUTION OF FEEBLE-MINDED AND EPILEPTIC IN ALMSHOUSES

AGE	EPILEPTIC			FEEBLE-MINDED		
	Male	Female	Total	Male	Female	Total
1					2	2
2				1	1	2
5				1		1
7		1	1			
8				1	1	2
9		1	1		2	2
10	1		1	4		4
11				1	2	3
12				4	3	7
13					4	4
14				1	1	2
15				2	3	5
16	1		1	5	9	14
17	1	1	2	11	9	20
18	1	2	3	4	8	12
19	2		2	5	12	17
20	1		1	4	15	19
21		2	2	9	9	18
22	1	1	2	8	5	13
23	2		2	4	10	14
24	1	1	2	4	10	14
25	1	2	3	3	12	15
26	2		2	3	7	10
27				8	6	14
28				3	6	9
29				5	5	10
30	1	2	3	13	10	23
31				3	3	6
32	2	2	4	6	1	7
33	2	3	5	5	11	16
34	1	1	2	5	4	9
35	1	2	3	8	12	20
36	1		1	3	13	16
37	2		2	9	10	19
38	2	3	5	10	8	18
39		1	1	11	6	17
40	2	1	3	8	19	27
41		2	2	9	7	16
42		2	2	10	9	19
43	3	1	4	8	10	18
44	1		1	10	14	24
45	2	2	4	11	11	22
46	1	1	2	14	12	26
47	1	3	4	9	13	22
48	2	1	3	10	12	22
49		1	1	10	8	18
50	1	3	4	9	16	25
51	2	3	5	10	10	20
52	1	2	3	8	9	17
53	4	1	5	10	15	25
54	3		3	18	13	31

## III

AGE DISTRIBUTION OF FEEBLE-MINDED AND EPILEPTIC IN  
ALMSHOUSES — *Continued*

AGE	EPILEPTIC			FEEBLE-MINDED		
	Male	Female	Total	Male	Female	Total
55.....		2	2	16	11	27
56.....	1		1	17	12	29
57.....	1	1	2	20	12	32
58.....	3		3	17	13	30
59.....		1	1	20	11	31
60.....	2	3	5	19	18	37
61.....	1		1	11	12	23
62.....	2	3	5	17	16	33
63.....	4	1	5	17	11	28
64.....				16	16	32
65.....	3	1	4	19	23	42
66.....	4	1	5	15	9	24
67.....	1	1	2	10	13	23
68.....		1	1	15	12	27
69.....	4	2	6	10	12	22
70.....	1	1	2	24	17	41
71.....	1		1	8	5	13
72.....	1		1	6	9	15
73.....				9	7	16
74.....				17	8	25
75.....		1	1	5	13	18
76.....		2	2	6	9	15
77.....				5	10	15
78.....				7	4	11
79.....	1		1	6	6	12
80.....	1		1	5	7	12
81.....				2	4	6
82.....				1	1	2
83.....				2	4	6
84.....				3	1	4
85.....		1	1		3	4
86.....				1	1	2
87.....				3	1	4
88.....				2		2
89.....				2	3	5
90.....					1	1
91.....					2	2
92.....					2	2
93.....					1	1
94.....	1		1	1	1	2
95.....				1		1
98.....					1	1
Unknown.....	1		1	6	13	19
Total.....	82	70	152	680	733	1,413

When the almshouse defectives are grouped in age periods it is found that the greatest number of feeble-minded falls in the group from 56 to 65 years of age, but that the greatest number of epileptics falls in the group from 46 to 55 years of age. This shows that the expectation of life of a feeble-minded almshouse inmate is greater than that of an epileptic inmate. Mortality is known to be heavy among epileptics.



# NUMBER OF FEEBLE-MINDED AND EPILEPTIC ALMSHOUSE INMATES BY AGE GROUPS

Age	Feeble-minded	Epileptic
1-15 .....	34	3
16-25 .....	156	20
26-35 .....	124	19
36-45 .....	196	25
46-55 .....	233	32
56-65 .....	317	27
66-75 .....	224	19
76-85 .....	87	5
86-95 .....	22	1
95-100 .....	1	0
Age unknown .....	19	1
Total .....	1,413	152

The education of the mental defectives in question was poor, as shown in the following table. Those who attended high school were epileptics and not feeble-minded. In this and the following tables New York and Kings county defectives are omitted because, as explained above, it was not found practicable to fill out the full questionnaire for these cases:

## IV EDUCATION

	Some	Common school	High school	None	Unknown
Male.....	209	6	2	265	100
Female.....	227	1	1	285	85
Total.....	436	7	3	550	185

Those who reported previous institutional relief numbered 312. The kinds of institutions in which they had been is of some interest, fifty-three having been in two institutions, five in three in-

stitutions, and three in four institutions. There has been a failure in the past to recognize the feeble-minded when they first became dependent, and this, coupled with the insufficient accommodations in the State custodial institutions, has caused many of the feeble-minded to be found in jails, children's homes, and even in State hospitals for the insane.

## V

## PREVIOUS INSTITUTIONAL RELIEF \*

	One institu- tion	Two institu- tions	Three institu- tions	Four institu- tions	No previous relief	Unknown
Male.....	116	19	1	2	341	103
Female.....	135	34	4	1	268	157
Total.....	251	53	5	3	609	260

\* New York City cases not included.

MALE		FEMALE	
Institution	Number	Institution	Number
Children's Home.....	24	Custodial.....	75
Hospital.....	33	Almshouse.....	45
Almshouse.....	33	Children's Home.....	27
Custodial.....	32	Reformatory.....	21
Home for Aged.....	18	Home for Aged.....	16
Hospital for Insane.....	10	Hospital.....	15
Jail, penitentiary.....	10	Hospital for insane.....	11
Reformatory.....	3	Schools.....	6
State prison.....	2	Jail.....	4
Total.....	165	Total.....	220

The use of the questions of intelligence on the back of the questionnaire was experimental and only general use was made of them in rating the inmates as feeble-minded or normal. In fact the investigators did not always record the answers, as they did to the questions on the face of the card. However enough successes and failures were recorded, as shown in Table VI to warrant some comment on the value of the questions.

# VI.

## SUMMARY OF SUCCESS AND FAILURE WITH TEST QUESTIONS \*

NUMBER OF QUESTION	SUCCEEDED		FAILED		UNKNOWN	
	Male	Female	Male	Female	Male	Female
1.....	188	165	121	129	273	305
2.....	113	78	195	203	274	318
3.....	198	183	112	111	272	305
4.....	160	106	115	155	307	338
5.....	121	60	158	176	303	363
6.....	105	48	178	199	299	352
7.....	62	7	181	199	339	393
8.....	54	53	147	138	381	408
9.....	53	21	179	182	350	396
10.....	66	101	99	67	417	431

\* New York City cases not included.

Of all whose answers were recorded 59 per cent. succeeded with question 1, 32 per cent. with question 2, 63 per cent. with question 3, 49.6 per cent. with question 4, 35 per cent. with question 5, 29 per cent. with question 6, 15 per cent. with question 7, 27 per cent. with question 8, 17 per cent. with question 9, and 50 per cent. with question 10. Arranging the questions in the apparent order of difficulty beginning with the easiest, they are as follows:

1. When is your birthday?

2. What month is it now?

3. Tell how to make tea. (For women.)

How would you go about it to raise that safe? (For men.)

4. What time is it by this watch?

5. What direction is that? (Pointing out of window or to one point of the compass.)

6. What year is it?

7. Who is the president of the United States?

8. If a thing isn't good what is it? Give the opposite of outside, quick, tall, big, loud, white, light, happy, false.

9. If I buy nine cents worth of sugar and give the grocer a quarter how much change ought I to get back?

10. What was the last war of the United States.

Only sixty-two men and seven women remembered about the Spanish war, although practically all of the inmates were adults when it occurred. The fact that only fifty-three men and twenty-

one woman could tell the change from nine cents out of a quarter is an indication of their weakness with figures, and also of their incapacity to transact business. They are not only likely to be the butt of the public, and the tool of unscrupulous persons, but are hopelessly at the mercy of others in regard to matters of finance.

The naming of opposites requires power for abstract thought and it is very likely that many of the 107 who succeeded with this question were epileptic rather than feeble-minded, for some epileptics have good reasoning faculties, but this power is mostly lacking with the feeble-minded.

Although the male almshouse inmates, feeble-minded and all, usually go to the polls if they can get there, there was great indecision as to who is the president of the United States. Some thought it was Wilson or Roosevelt but Washington and Lincoln were the favorites, one person answering, "Abraham Lincoln who lives in the light-house," William Sulzer had a few votes, and one man mentioned Tim. Murphy, who it was found on inquiry was a bar-keeper in a local saloon, and this notwithstanding the fact that a picture of the president with his name beneath is likely to hang somewhere on the walls of every almshouse.

When asked to name the year and the month, some of the inmates were shrewd enough to look up at the office calendar, which usually hung in front of them, but more often they did not consult it, either for a success or a failure. The month of the year is easier for them than the year itself.

Although they succeeded fairly well with the practical questions of how to make tea and raise a weight, some of the women made their tea only of boiling water, and many of the men said they would get more men to raise the safe, until there were enough to lift it, never thinking of the expedient of a lever.

The birthday question was deemed to be correctly answered if the month and day of the month were promptly given, as "the sixth of May." All statements by the feeble-minded involving numbers are to be accepted with caution. For example a middle-aged female imbecile, when asked her age, replied glibly, "I am one hundred years old and I was fourteen when I was born." Many make themselves out very young. The ages used in the

report were taken from the records. Question 11 as to the cause of commitment was asked especially of rather low grade inmates to see if they comprehend the reason for their commitment. The question was not asked at all if it was thought it would offend the feelings of an inmate. Question 12 as to contentment was asked to give them a chance to air their troubles, not with any view to gather facts concerning food, discipline etc., but only to get light on their dispositions and temperaments, as to whether they were choleric, phlegmatic, pessimistic or optimistic. As a rule it was found that the feeble-minded take life as it comes and make no complaint. The epileptic are more querulous.

On the whole the use of the questions was an aid to the investigators in disclosing to them the very limited range of interest and knowledge in the minds of mentally defective paupers.

## VII. OCCUPATIONS \*

MALE		FEMALE	
Occupation	Number	Occupation	Number
Farm laborers.....	84	Housework.....	197
Laborers.....	77	Worked out, day work.....	13
Odd jobs.....	29	Factory workers.....	10
Teamsters, drivers.....	17	Laundry workers.....	9
Factory workers.....	12	Domestics.....	7
Hostlers.....	6	Washing.....	6
Railroaders.....	6	Farm work.....	5
Barbers.....	5	Dressmakers.....	5
Woodcutters.....	5	Nursemaids.....	5
Painters.....	4	Cooks.....	5
Shoemakers.....	3	Picked berries.....	3
Blacksmiths.....	3	Tailoring.....	3
Engineers.....	3	Shopwork.....	2
Bookkeepers.....	3	Odd jobs.....	2
Watchmen.....	3	One person with two or more occu- pations.....	2
Machinists.....	2	Miscellaneous.....	12
Carpenters.....	2	No occupation.....	120
Sold newspapers.....	2	Unknown.....	193
Cigar-makers.....	2		
Errands.....	2		
Street-cleaners.....	2		
Gardeners.....	2		
One person with two or more occu- pations.....	37	Total.....	599
Miscellaneous.....	23		
No occupation.....	102		
Unknown.....	146		
Total.....	582		

\* New York City cases not included.



	Skilled	Unskilled
Male . . . . .	75	259
Female . . . . .	35	251
Total . . . . .	110	510

Feeble-minded and epileptic men, with minor exceptions work as laborers on farms, in livery stables and on simple construction work. They need direction in their toil. The women are adapted to housework, especially if it is planned for them. Only seventy-five males and thirty-five females claimed to have worked at any skilled occupation, while 259 males and 251 females had done only unskilled labor.

The following wage scale as reported by the defectives themselves indicates that more than half who answered the question had received less than five dollars a week for their labor, and twenty-one had worked without pay.

### VIII. WAGE SCALE

	Worked without pay	Less than \$5 per week	\$5 to \$10 per week	\$10 to \$15 per week	More than \$15 per week	Unknown
Male . . . . .	9	60	109	36	12	356
Female . . . . .	12	142	42	2	2	399
Total . . . . .	21	20	151	38	14	755

### PERCENTAGE OF MENTAL DEFECTIVENESS IN ALMSHOUSES

No census of all almshouse inmates was made at the time the mental defectives were examined, but this work occurred from May to September during which season the almshouse population is relatively small, and the census of the almshouse institutions as returned on September 30, 1914, is approximately the same as it was when the work was in progress. As we go to print the census returns are not quite complete, but the number of inmates in almshouse institutions on September 30, 1914 was close to 17,235. The number of mental defectives (exclusive of senile dementia and insane cases) was found to be 1,565, or 9 per cent. of the almshouse population.

## UP-STATE CENSUS

Under "Up-State Census" is included the general enumeration of mental defectives in all counties of the State other than Westchester county and those counties included in Greater New York. The census lists in the up-State counties were not obtained by direct examination, except in the case of certain school pupils and inmates of institutions, for in that case the work would have required years to accomplish owing to the great population of the State. Furthermore 1914 was a year of great economy in the State departments because of inadequate appropriations, and traveling money was not available to pay for livery necessary to reach the outlying towns, and only those were visited which were on the railroad lines on which the investigators traveled.

A word is due to the public as to the qualifications of the investigators. All were employees of the State Board of Charities who were appointed only after passing a rigid civil service examination in regard to State charity laws, pauperism, eugenics, mentality measuring scales and other such matters. One investigator was a physician, one an experienced examiner of the feeble-minded and two were sociologists of broad training. They were competent to ask the right questions to bring out the salient facts regarding persons suggested for enumeration, and were charged in every case to be conservative in accepting the name of anyone as feeble-minded. Thus they report that many alcoholics were rejected on the ground that the case against their mentality was not proven. They were believed to be inferior persons, but it was not sufficiently clear to the investigators whether their social failure was due to drink, environment or hereditary defect. Similarly sex offense was not taken as evidence of feeble-mindedness. The persons accepted for listing were those who were notoriously stupid and shiftless, and who, if adults, could not get a job or keep one.

The investigators were instructed to seek information concerning mental deficiency from poor law officers, social workers, teachers, and such other citizens as might have knowledge of its prevalence. A very simple card was used, record being made of the name, age, address, defect, "remarks," name of the informant, date of record and name of investigator.

This piece of work grew as it progressed for the public favored the census, was willing to coöperate and insisted that there was urgent need of more accomodations for the mentally defective. Social workers called attention repeatedly to the problem of unmarried feeble-minded mothers; school teachers pointed out unteachable pupils; those who deal with delinquent cases urged upon the investigators' attention the menace to the community of defective delinquents, and argued for the separate custody of these cases. In short it soon became evident that intelligent citizens all over the State desire and insist upon State care of mentally defective persons, especially of the delinquent class, that defective youths may not be left at large to corrupt the morals of normal children, wreck trains, burn property and contrive other mischief.

ENUMERATION OF THE MENTALLY DEFICIENT IN NEW YORK STATE, EXCEPT IN NEW YORK CITY AND WESTCHESTER COUNTY.

<i>Nature of Defect</i>		<i>Sex</i>	
Feeble-minded .....	7,185	Male .....	4,349
Epileptic .....	558	Female .....	3,321
		Unknown .....	73
Total .....	7,743		
		Total .....	7,743

IX

DISTRIBUTION BY COUNTIES

Albany .....	287	Dutchess .....	185
Allegany .....	80	Erie .....	648
Broome .....	91	Essex .....	26
Cattaraugus .....	39	Franklin .....	81
Cayuga .....	145	Fulton .....	182
Chautauqua .....	178	Genesee .....	58
Chemung .....	168	Greene .....	31
Chenango .....	27	Hamilton * .....	1
Clinton .....	137	Herkimer .....	160
Columbia .....	109	Jefferson .....	277
Cortland .....	66	Lewis .....	33
Delaware .....	33	Livingston .....	47

\* This county, situated in the Adirondack Mountains, not visited because thinly populated and for the most part remote from the railroad.

## IX

DISTRIBUTION BY COUNTIES — *Continued*

Madison .....	48	Schenectady .....	146
Monroe .....	786	Schoharie .....	83
Montgomery .....	89	Schuyler .....	41
Nassau .....	129	Seneca .....	93
Niagara .....	263	Steuben .....	152
Oneida .....	473	Suffolk .....	45
Onondaga .....	416	Sullivan .....	12
Ontario .....	107	Tioga .....	65
Orange .....	288	Tompkins .....	47
Orleans .....	49	Ulster .....	311
Oswego .....	113	Warren .....	52
Otsego .....	95	Washington .....	97
Putnam .....	18	Wayne .....	45
Rensselaer .....	213	Wyoming .....	54
Rockland .....	74	Yates .....	27
St. Lawrence .....	72		
Saratoga .....	151	Total .....	7,743

## X

## AGE DISTRIBUTION

Age	Number	Age	Number
1 .....	2	14 .....	586
2 .....	24	15 .....	367
3 .....	18	16 .....	370
4 .....	26	17 .....	261
5 .....	39	18 .....	224
6 .....	107	19 .....	139
7 .....	163	20 .....	136
8 .....	251	21 .....	87
9 .....	321	22 .....	96
10 .....	390	23 .....	77
11 .....	347	24 .....	75
12 .....	453	25 .....	113
13 .....	508	26 .....	61

X — *Continued*AGE DISTRIBUTION — *Continued*

Age	Number	Age	Number
27 .....	56	57 .....	7
28 .....	103	58 .....	17
29 .....	41	59 .....	12
30 .....	168	60 .....	81
31 .....	26	61 .....	8
32 .....	53	62 .....	14
33 .....	45	63 .....	4
34 .....	42	64 .....	9
35 .....	190	65 .....	26
36 .....	44	66 .....	4
37 .....	33	67 .....	5
38 .....	74	68 .....	8
39 .....	40	69 .....	8
40 .....	211	70 .....	35
41 .....	23	71 .....	3
42 .....	41	72 .....	5
43 .....	26	73 .....	3
44 .....	24	74 .....	3
45 .....	119	75 .....	5
46 .....	14	76 .....	1
47 .....	21	77 .....	5
48 .....	30	78 .....	1
49 .....	21	79 .....	1
50 .....	129	80 .....	5
51 .....	20	84 .....	1
52 .....	20	85 .....	1
53 .....	18	87 .....	1
54 .....	23	Unknown .....	509
55 .....	55		
56 .....	10	Total .....	7,743

It is of interest to compare the number of uncared for mental defectives in each county with the number in the local almshouse (see table I.) and also with the number already under State care (table XI) and with the number for whom application has been made for admission to the overcrowded State institutions (table XII). The discrepancy between the number of cases known to



social workers and the number applied for indicates the general discouragement felt by poor officers as to the prospects of getting more cases admitted to custodial institutions.

## XI.

## NUMBER OF INMATES FROM EACH COUNTY IN STATE CUSTODIAL INSTITUTIONS

COUNTY	Syracuse	Newark	Rome	Craig Colony	Letchworth	Total
Albany.....	12	15	33	34	.....	94
Allegany.....	10	8	8	10	.....	36
Broome.....	10	7	13	8	.....	38
Cattaraugus.....	7	8	15	12	.....	42
Cayuga.....	9	10	20	14	.....	53
Chautauqua.....	5	8	20	14	.....	48
Chemung.....	11	15	13	11	.....	50
Chenango.....	3	4	9	7	.....	23
Clinton.....	3	4	14	7	.....	28
Columbia.....	14	9	18	5	.....	46
Cortland.....	1	3	10	5	.....	19
Delaware.....	7	3	15	6	.....	31
Dutchess.....	14	10	49	19	.....	92
Erie.....	50	53	102	84	.....	289
Essex.....	5	2	9	5	.....	21
Franklin.....	1	4	12	9	.....	26
Fulton.....	3	7	7	7	.....	24
Genesee.....	2	3	7	10	.....	22
Greene.....	1	3	5	2	.....	11
Hamilton.....	.....	.....	2	.....	.....	2
Herkimer.....	3	8	11	3	.....	26
Jefferson.....	19	12	23	10	.....	64
Lewis.....	4	3	4	2	.....	13
Livingston.....	2	5	9	8	.....	22
Madison.....	5	4	9	6	.....	24
Monroe.....	30	36	53	69	.....	188
Montgomery.....	6	5	17	8	.....	37
Nassau.....	3	6	13	6	1	29
New York City.....	138	341	468	680	103	1,730
Niagara.....	6	11	9	20	.....	46
Oneida.....	21	11	44	32	.....	108
Onondaga.....	34	15	53	48	.....	150
Ontario.....	9	11	10	10	.....	40
Orange.....	19	14	44	13	1	91
Orleans.....	.....	4	3	2	.....	9
Oswego.....	7	6	18	23	.....	54
Otsego.....	13	11	10	5	.....	39
Putnam.....	2	2	4	3	.....	11
Rensselaer.....	11	13	34	21	.....	79
Rockland.....	6	4	10	7	2	29
St. Lawrence.....	5	11	30	17	.....	63
Saratoga.....	4	10	15	11	.....	40
Schenectady.....	7	9	18	12	.....	46
Schoharie.....	4	2	5	3	.....	14
Schuyler.....	2	3	3	2	.....	10
Seneca.....	2	.....	8	5	.....	13
Steuben.....	13	6	15	24	.....	58
Suffolk.....	3	8	16	10	.....	37
Sullivan.....	7	5	8	8	.....	28
Tioga.....	4	8	10	7	.....	30
Tompkins.....	7	6	7	1	.....	21
Ulster.....	10	13	31	18	.....	72
Warren.....	4	6	10	5	.....	25
Washington.....	3	5	20	7	1	36
Wayne.....	2	16	16	6	.....	40
Westchester.....	15	20	47	43	1	126
Wyoming.....	2	4	7	5	.....	18
Yates.....	7	5	5	8	.....	25
State charge.....	.....	.....	3	.....	.....	3
	607	838	1,499	1,435	109	4,489

## XII

NUMBER OF MENTAL DEFECTIVES FOR WHOM APPLICATION HAS  
BEEN MADE TO STATE INSTITUTIONS AND WHO ARE ON THE  
"WAITING LISTS."

COUNTY	Syracuse	Newark	Rome	Craig Colony	Letchworth	Total
Albany		6	17		1	24
Allegany		1	4		2	7
Broome		2	5			7
Cattaraugus		1	6			7
Cayuga		1				1
Chautauqua	2	1	3			6
Chemung		2	2			4
Chenango		1	2			3
Clinton		5	6			11
Columbia	1	4	4		2	11
Cortland		1			1	2
Delaware			3			3
Dutchess	1	12	10		8	31
Erie	1	8	21		1	31
Essex					1	1
Franklin			3			3
Fulton		2	3			5
Genesee			2			2
Greene			1			1
Hamilton						8
Herkimer		4				10
Jefferson	1	3	6			10
Lewis			5			5
Livingston	1	1	5		3	8
Madison			1			1
Monroe	1	7	15		2	25
Montgomery		2	4			6
Nassau		4	5		7	16
New York city	52	83	169	20	90	414
Niagara	1	2	5			8
Oneida			10		1	11
Onondaga	2	4	9		1	16
Ontario		2	3			5
Orange	1	3	13		17	34
Orleans			2			2
Oswego		1	4			5
Otsego			2			2
Putnam			1			1
Rensselaer		3	7		1	11
Rockland		2	4		6	12
St. Lawrence		1	5		1	7
Saratoga			6		1	7
Schenectady	1		7			8
Schoharie		1	8			9
Schuyler			1			1
Seneca	1		1			2
Steuben	1	2	5		1	9
Suffolk		2	5			7
Sullivan		1	1		1	3
Tioga			2			2
Tompkins	1	1	1			3
Ulster	1	1	10		6	18
Warren		1	5			6
Washington			2			2
Wayne	1	3	2			6
Westchester	1	3	12	1	13	30
Wyoming			2			2
Yates			2			2
Total	71	184	441	21	167	884

## NEW YORK CITY CENSUS

The New York city census was made in October, November and the first week in December, 1914. By the use of charity directories practically every agency in the city was visited which could be supposed to have any data on the subject. New York city has gone a step further in its attention to the feeble-minded than most of the up-State communities, in that a diagnosis and the mental age accompany the records of feeble-mindedness in many agencies.

The greatest source of information was the Clearing House for Mental Defectives maintained by the Department of Public Charities under the directorship of Dr. Max G. Schlapp. The records of the Clearing House were placed at the disposal of the investigators who took off all the records which could be used in the census, viz: those with a diagnosis or history of feeble-mindedness or epilepsy. Recommendation for the disposition of the cases is found in the Clearing House records, but not the actual disposition. It required considerable work to find out which of the Clearing House cases were in custody in December 1914, so as to leave in the census files only those who were not under custody. It is respectfully suggested that the Department of Public Charities ought to make the disposition of cases a part of the Clearing House records, and this should include their subsequent institutional history, for it was found that many of the cases have been admitted and discharged once or twice from Randall's Island during the last year or two. The search for the Clearing House cases made it painfully apparent that the City's effort to train and care for its mental defectives in the Randall's Island institution is interfered with detrimentally by the whims of parents who demand the discharge of their children for most inadequate reasons.

Three thousand one hundred sixty Clearing House records were found to have a diagnosis or history of feeble-mindedness or epilepsy. Some of the earliest records bear no formal diagnosis, but the data indicate clearly the condition. The number of feeble-minded, epileptic and moral imbeciles was as follows:

	Feeble-minded	Epileptic	Moral imbecile	No diagnosis	Total
Male.....	1,551	294	16	.....	1,861
Sex not given.....	.....	.....	.....	11	11
Female.....	1,075	208	5	.....	1,288
Total.....	2,626	502	21	11	3,160

Of these, 638 were in December, 1914, in custody either in a city or a state institution, as follows:

	Feeble-minded	Epileptic	Total
Male.....	281	64	345
Female.....	247	46	293
Total.....	528	110	638

The Clearing House cases form such a unique and valuable body of data that it seems best to treat them statistically as a unit as well as a part of the general census figures. Three tables have been prepared, one showing the mental and physical ages of all Clearing House cases in which both ages were available, a similar table for the cases now under custody and a third for the cases not under custody. The first table is the sum of the other two. The greatest number of cases presented for examination were fourteen and fifteen years old physically, whereas mentally the largest groups are in the eight and nine year periods.

## XIII

CORRELATION TABLE SHOWING MENTAL AND PHYSICAL AGES OF  
CASES EXAMINED AT THE CLEARING HOUSE FOR MENTAL  
DEFECTIVES, NEW YORK CITY

PHYSICAL AGE	MENTAL AGE											Total
	3 or less	4	5	6	7	8	9	10	11	12	Over 12	
Less than 3.....	1											1
3.....	7											7
4.....	34	2	3									39
5.....	53	5	2									60
6.....	47	18	4	1								70
7.....	43	30	13	5	3							94
8.....	49	19	17	16	11	4	4					120
9.....	27	22	23	22	25	10	3	2				134
10.....	20	16	16	23	38	14	8	6				141
11.....	19	10	14	23	28	35	18	10	1	1		159
12.....	19	12	15	25	40	50	29	10	11	1		212
13.....	13	7	15	19	29	40	30	23	9	1		186
14.....	11	15	7	23	36	42	56	26	15	1		232
15.....	10	7	10	19	22	49	53	47	15	2		234
16.....	13	5	5	10	17	25	35	24	11	2		147
17.....	5	3	5	8	16	21	20	16	8	1		103
18.....	1	6	2	5	9	15	16	15	5			74
19.....	3	2	4	8	5	9	10	12	8			61
20.....	1	2	2	4	3	4	6	15	5	1		43
21.....	2	1	4	6	5	8	18	6	2			52
22.....	2	1	4	2	3	7	9	5	3			36
23.....		1	1	2	1	4	7	5	2			23
24.....	3	1	1	3	2	6	5	7	1	1		30
25.....	1	1			3	5	4	2	2			18
26.....	3			2	2	3	6	2				18
27.....		1	1	1	2	4	7					16
28.....	1	1	2	1	6	1		3				15
29.....		1	2		2		1					6
30.....					2	6	6	1				15
31-60.....	12		3	14	17	25	31	17	7			126
Total.....	400	189	175	242	327	387	382	254	105	11		2,472



## XIV

TABLE SHOWING MENTAL AND PHYSICAL AGES OF CASES EXAMINED AT THE CLEARING HOUSE FOR MENTAL DEFECTIVES NOW UNDER CUSTODY.

PHYSICAL AGE	MENTAL AGE										Total
	3 or less	4	5	6	7	8	9	10	11	12	
Less than 3.											
3.	3										3
4.	7										7
5.		1									1
6.	9	3									12
7.	10	5	1	3							19
8.	9	2	3	2			1				17
9.	10	8	3	3	4	1	1				30
10.		3	3		7	1	2				16
11.	4	2	1	6	9	5	3				30
12.	1	4	4	4	5	5	4	1	2		30
13.	4	2	3	2	10	5	6	3	1		36
14.	4	6	2	7	7	10	7	2			45
15.	3	4	2	6	6	10	9	6			46
16.	4	2	2	4	5	8	9	3	1		38
17.	2			2	7	8	4	4			27
18.			2	2	1	8	6	4			23
19.		1	2			2	3	2	1		13
20.		1		3	1		2	1			11
21.	2	1	1	2			3	1			10
22.	1		1		1	3	3		1		11
23.						3	1	1	2		7
24.		1	1	2		2	2				8
25.	1	1			1	2					5
26.	2			1		1	1	2			7
27.						2	2				4
28.	1		1		4						6
29.											
30.		1		1		2	4				8
31-60.	6		2	3	8	5	4	3			31
Total.....	91	48	34	55	77	83	77	33	8		506

## XV

TABLE SHOWING MENTAL AND PHYSICAL AGES OF CASES EXAMINED BY THE CLEARING HOUSE FOR MENTAL DEFECTIVES WHO ARE STILL AT LARGE.

PHYSICAL AGE	MENTAL AGE										Total
	3 or less	4	5	6	7	8	9	10	11	12	
Less than 3.....	1										1
3.....	4										4
4.....	27	2	3								32
5.....	46	4	2								52
6.....	38	15	4	1							58
7.....	33	25	12	2	3						75
8.....	40	17	14	14	11	4	3				103
9.....	17	14	20	19	21	9	2	2			104
10.....	20	13	13	23	31	13	6	6			125
11.....	15	8	13	17	19	30	15	10	1	1	129
12.....	18	8	11	21	35	15	25	9	9	1	182
13.....	9	5	12	17	19	35	24	20	8	1	159
14.....	7	9	5	16	29	32	49	24	15	1	187
15.....	7	3	8	13	16	39	44	41	15	2	188
16.....	9	3	3	6	12	17	26	21	10	2	109
17.....	3	3	5	6	9	13	16	12	8	1	76
18.....	1	6		3	8	7	10	11	5		51
19.....	3	1	2	6	5	7	7	10	7		48
20.....		1	2	1	2	4	4	14	5	1	34
21.....			3	4	4	8	15	5	2		41
22.....	1	1	3	2	2	4	6	5	2		26
23.....		1	1	2	1	1	6	4			16
24.....	3			1	2	4	3	7	1	1	22
25.....					2	3	4	2	2		13
26.....	1			1	2	2	5				11
27.....		1	1	1	2	2	5				12
28.....		1	1	1	2	1		3			9
29.....			2		2		1				5
30.....				1	2	4	2	1			10
31-60.....	6		1	9	9	20	27	14	7		93
Total.....	309	141	141	187	250	304	305	221	97	11	1,966

The analysis of physical symptoms accompanying mental defect is a marked feature of the Clearing House diagnosis. A full list of the various diagnoses and combinations of defects follows. It seems probable that out of the great number of persons examined at the Clearing House nearly all varieties of defectiveness must by this time have been met, and that with the diagnoses given below as a basis, a standard system of terminology for the various degrees and varieties of mental deficiency may well be worked out before other clearing houses are established in the State. Since the several clearing houses will send patients to the same

institutions, it is desirable that the medical papers accompanying the patients should contain the same names to express the same conditions, in order that confusion may not arise in the minds of the institution officials.

## XVI

SOME DIAGNOSES OF CASES EXAMINED AT THE CLEARING HOUSE  
FOR MENTAL DEFECTIVES

Diagnosis	Not in custody	In custody	Total
Amaurotic idiocy .....	1	0	1
Arrested development .....	0	1	1
Basedow's disease .....	1	0	1
Brachycephalic idiot .....	0	1	1
Blind and dumb imbecile.....	0	1	1
Cerebral palsy .....	2	0	2
Chorea .....	3	2	5
Chorea and epilepsy.....	2	0	2
Chorea with neurosis.....	1	0	1
Cleft palate .....	1	0	1
Congenital idiot .....	3	0	3
Congenital hydrocephalus .....	0	2	2
Congenital syphilis .....	3	0	3
Constitutionally inferior .....	0	1	1
Cretin .....	17	5	22
Cretin and idiot.....	4	1	5
Cretin and imbecile.....	5	0	5
Cretin and moron.....	2	0	2
Cretin with status lymphaticus.....	1	0	1
Deaf mute .....	1	0	1
Dementia praecox .....	1	0	1
Epilepsy and cretin.....	1	0	1
Epilepsy and congenital syphilis.....	1	0	1
Epilepsy and hemiplegia.....	12	0	12
Epilepsy and hemi-hypoplasia.....	1	0	1
Epilepsy and hysteria.....	1	0	1
Epilepsy with hydrocephalus.....	1	0	1
Epilepsy and idiocy.....	17	0	17
Epilepsy, idiocy and paralysis.....	1	0	1

Diagnosis	Not in custody	In custody	Total
Epilepsy and imbecility.....	49	22	71
Epilepsy with mental deterioration...	2	0	2
Epilepsy and mutism.....	1	0	1
Epileptic and moral imbecile.....	1	0	1
Epileptic and moron.....	1	1	2
Epilepsy from spinal meningitis.....	1	0	1
Feeble-mindedness and birth palsy...	1	0	1
Feeble-mindedness and epilepsy.....	34	8	42
Feeble-mindedness and hemiplegia....	0	2	2
Feeble-mindedness and hereditary lues.	1	0	1
Feeble-mindedness and beginning of multiple sclerosis .....	1	0	1
Feeble-minded and moral imbecile...	1	0	1
Feeble-mindedness after encephalitis..	0	1	1
Feeble-mindedness and mutism.....	4	1	5
Feeble-mindedness and paralysis.....	2	0	2
Feeble-mindedness with spastic hemi- plegia due to encephalitis.....	2	0	2
Feeble-mindedness after spinal menin- gitis .....	1	0	1
Hydrocephalic .....	0	7	7
Hydrocephalic idiot .....	15	4	19
Hydrocephalic imbecile .....	14	3	17
Hydrocephalic imbecile with paralysis.	0	1	1
Hydrocephalic meningocele .....	1	0	1
Hydrocephalus .....	31	0	31
Hydrocephalus with paralysis.....	1	0	1
Hydrocephalus with syndactylism....	1	0	1
High grade imbecile.....	74	34	108
High grade moron.....	1	0	1
Idiot.....	126	51	177
Idiopathic amentia .....	1	0	1
Idiot with congenital mutism.....	0	1	1
Idiot with cortical irritation.....	0	1	1
Idiocy and epilepsy after encephalitis..	1	0	1
Idiocy after encephalitis .....	2	0	2
Idiocy and epileptiform convulsions...	1	0	1

Diagnosis	Not in custody	In custody	Total
Idiocy and epilepsy.....	0	3	3
Idiopathic idiocy with epilepsy.....	1	0	1
Idiopathic idiot with hydrocephalus..	1	0	1
Idiopathic idiocy .....	6	3	9
Idiopathic epilepsy .....	7	0	7
Idiopathic .....	4	0	4
Idiot with infantilism.....	1	0	1
Idiocy and hemiplegia.....	1	0	1
Idiopathic moron .....	11	4	15
Idiocy and mutism.....	5	1	6
Idiot with porencephalus.....	1	0	1
Idiot with spastic hemiplegia.....	1	0	1
Idiot with spastic paraplegia.....	0	3	3
Idiot with residules.....	0	1	1
Idiocy of syphilitic origin.....	0	1	1
Idiopathic imbecile .....	27	8	35
Imbecile .....	384	112	496
Imbecile with anterior poliomyelitis..	1	0	1
Imbecile with convulsions.....	1	0	1
Imbecile with cerebral hemiplegia....	1	0	1
Imbecile with chorea.....	3	0	3
Imbecile with dementia praecox.....	1	0	1
Imbecile and cretin.....	0	1	1
Imbecile with crossed hemiplegia.....	0	1	1
Imbecile with dystrophy.....	1	0	1
Imbecile (disthyroidal type).....	1	0	1
Imbecility due to disturbance of forma- tive activity of cells.....	1	0	1
Imbecility after encephalitis.....	2	0	2
Imbecile with hereditary syphilis....	2	0	2
Imbecile with hyperthyroidism.....	1	0	1
Imbecile with infantilism.....	4	0	4
Imbecile and moral imbecile.....	2	0	2
Imbecile and mute.....	9	2	11
Imbecile and myxedema.....	1	0	1
Imbecile (neurotic) .....	0	1	1
Imbecile with Pott's Disease.....	1	0	1
Imbecile and sex pervert.....	1	0	1



Diagnosis	Not in custody	In custody	Total
Infantilism .....	1	2	3
Infantile spastic paraplegia.....	1	0	1
Kleptomaniac .....	1	0	1
Low grade imbecile.....	58	22	80
Low grade imbecile and Mongolian idiot .....	1	0	1
Low grade imbecile with infantile cere- bral hemiplegia and epilepsy.....	1	0	1
Little's Disease .....	38	10	48
Little's Disease and idiocy.....	14	3	17
Little's Disease and imbecility.....	2	1	3
Little's Disease and infantile spastic hemiplegia .....	1	0	1
Little's Disease and Microcephalus...	4	0	4
Little's Disease with mutism.....	1	0	1
Low grade moron.....	7	2	9
Moron .....	305	57	362
Moron with chorea.....	1	0	1
Moron with criminal tendencies.....	0	1	1
Moron and hermaphrodite.....	1	0	1
Moron with hyper-pituitarism.....	1	0	1
Moron with hyperthyroidism.....	1	0	1
Moron with idiopathic paranoia.....	1	0	1
Moron (idio-savant) .....	1	0	1
Moron with infantilism.....	1	0	1
Moron with psychasthenia.....	1	0	1
Microcephalic .....	0	1	1
Microcephalic idiot .....	14	5	19
Microcephalic idiot with hemiplegia..	1	0	1
Micro-infantilism .....	1	0	1
Microcephalic imbecile .....	14	2	16
Middle grade imbecile.....	1	0	1
Mongolian .....	11	0	11
Mongolian idiot .....	43	8	51
Mongolian imbecile .....	15	2	17
Mongolian and microcephalic idiot....	1	0	1
Mongolian mute .....	0	1	1

Diagnosis	Not in custody	In custody	Total
Moral imbecile with some degree of mental retardation .....	136	22	158
Moral imbecile with cleft palate.....	0	1	1
Moral imbecile and moron.....	42	9	51
Moral imbecile and nymphomaniac..	1	0	1
Moral imbecile (sexual pervert and in- vert) .....	1	0	1
Moral defective with possible hyperthy- roidism .....	1	0	1
Neurotic imbecile with possible epi- lepsy .....	1	0	1
Nymphomaniac .....	0	1	1
Neurotic moron .....	4	0	4
Pituitarism type .....	1	0	1
Post cerebro-spinal meningeal imbe- cility .....	4	0	4
Progressive idiocy and paralysis.....	1	0	1
Psychic epilepsy .....	5	2	7
Pyromaniac .....	1	0	1
Retarded development .....	5	0	5
Spastic paralysis .....	3	0	3
Traumatic imbecility .....	1	0	1
Traumatic psychosis with deterioration.	1	0	1
	<hr/> 1,689	<hr/> 444	<hr/> 2,133
	<hr/> <hr/>	<hr/> <hr/>	<hr/> <hr/>

Another source of important information was the Department of Correction, which submitted the names of 525 prisoners who are said to be unquestionably feeble-minded or epileptic. If mentality tests were applied a much larger number could be classified, but no doubtful cases were included in the lists presented. The mentally defective prisoners were distributed as follows:

## XVII

### NUMBER OF MENTALLY DEFICIENT PRISONERS REPORTED FROM PENAL INSTITUTIONS IN NEW YORK CITY

	Total
Workhouse, Blackwell's Island.....	220
City prison, Brooklyn .....	28

	Total
City prison, Queen's borough, Long Island City.....	1
Branch workhouse, Hart's Island.....	152
Reformatory, Hart's Island.....	19
Penitentiary, Blackwell's Island.....	53
City prison, Manhattan.....	52
	<hr/>
	525
	<hr/>

The Prison Association collected similar data from the State prisons, but the returns were not received in time for inclusion in the up-State census. However, it is safe to say that there are at least 1,000 mentally defective prisoners in penal institutions, and probably several times that number, who could be cared for cheaper and better in an agricultural colony of the custodial type.

Tabulations of the data submitted by the New York public schools are a part of the Commission's report. All the school schedules returned up to January 22 are included in the New York census.

With the exception of the Clearing House records and the school and prison data, information about mental defectives was gained by personal interviews with the various social experts and institution heads in New York city, and our sincere thanks are due to all agencies for their helpful co-operation. The scope of the work was such that the census probably includes all cases of mental defect in the city which are known to be social problems at the present time.

## XVIII

### NEW YORK CITY CENSUS

	Feeble-minded	Epileptics	Total
Male.....	4,312	2,336	6,648
Female.....	3,176	859	4,035
Sex not given.....	57	23	80
Total.....	7,545	3,218	10,763

## XIX

## AGE DISTRIBUTION, NEW YORK CITY CASES

Unknown.....	2,029	27	67	54	14
1 and under.....	69	28	77	55	16
2.....	97	29	70	56	15
3.....	130	31	69	57	7
4.....	137	31	34	58	14
5.....	175	32	78	59	5
6.....	230	33	49	60	19
7.....	284	34	41	61	10
8.....	379	35	71	62	6
9.....	448	36	41	63	8
10.....	535	37	44	64	9
11.....	482	38	60	65	9
12.....	664	39	25	66	4
13.....	573	40	65	67	5
14.....	624	41	23	68	5
15.....	603	42	44	69	2
16.....	429	43	32	70	8
17.....	282	44	25	71	1
18.....	249	45	50	72	3
19.....	199	46	20	73	1
20.....	163	47	16	74	4
21.....	145	48	25	75	6
22.....	136	49	17	76	3
23.....	111	50	45	84	1
24.....	112	51	10		
25.....	114	52	14		
26.....	72	53	14		
				Total.....	10,763

Of the New York city cases, 1,712 had a positive diagnosis as idiot, imbecile, or moron. The percentages are as follows:

	Number	Per cent
Idiots.....	386	22.5
Imbeciles.....	836	48.9
Morons.....	490	28.6
Total.....	1,712	100.0

In 2,133 cases a diagnosis of some kind was given, in addition to or exclusive of the mental age, and 183 cases had more than one defect. A somewhat condensed table of the diagnoses is given, as it may be of interest at some future time when the classification of mental diseases has proceeded further than it has to-day. Among the major conditions of feeble-mindedness the only one held to be curable to-day is cretinism, and this only if taken at a very early age. The fact that only 37 of the 2,133 cases are cretins, shows the relative hopelessness of the expectation of cure. Restriction in the birth rate of the feeble-minded is the only method of "cure" practicable to-day.

## XX

TABLE OF DIAGNOSES OF MENTAL DEFECTIVES OTHER THAN  
EPILEPTICS, NEW YORK CITY CENSUS

Name	Number	Number counted twice
Idiots . . . . .	260	4
Microcephalic idiots . . . . .	48	7
Idiopathic idiots . . . . .	17	0
Mongolian idiots . . . . .	61	1
Mongolians . . . . .	10	0
Mongolian imbeciles . . . . .	17	0
Imbeciles . . . . .	687	3
Low-grade imbeciles . . . . .	71	0
Microcephalic imbeciles . . . . .	14	1
Morons . . . . .	468	3
Idiopathic morons . . . . .	22	0
Cretins . . . . .	37	7
Moral imbeciles . . . . .	238	43
Hydrocephalus . . . . .	99	25
Little's disease . . . . .	66	14
Paralysis . . . . .	59	26
Deafmutes . . . . .	26	16
Chorea . . . . .	18	3
Spinal meningitis . . . . .	14	5
Encephalitis . . . . .	10	7
Infantile cerebral palsy or paralysis . . . . .	8	0
Infantilism . . . . .	9	5
Mental retardation . . . . .	6	0
Neurasthenia . . . . .	6	2
Congenital syphilis . . . . .	5	1
Hyperthyroidism . . . . .	4	1
Anterior poliomyelitis . . . . .	4	1
Myxedema . . . . .	4	1
Neuropathic constitution . . . . .	4	0
Psychasthenia . . . . .	3	2
Multiple sclerosis . . . . .	2	1
Dementia praecox . . . . .	2	0



Name	Number	Number counted twice
Brain atrophy .....	2	0
Cerebral neoplasm .....	2	0
Nymphomania .....	2	2
Pituitary type .....	2	0
Dystrophy .....	2	1
Pott's disease.....	1	1
Hemi-hypoplasia .....	1	0
Psycopathic .....	1	0
Psychosis .....	1	0
Traumatic psychosis with deterioration.....	1	0
Hermaphrodite .....	1	0
Traumatic mental deficiency.....	1	0
Total .....	2,316	183
Net .....		2,133

## WESTCHESTER COUNTY SURVEY

As the last part of the census work your Commission voted to make an intensive study of a small area, to see how the results would compare with the general survey of the State, which was not in its nature a complete or exhaustive study. The plan of work adopted by the Commission was followed as fully as the time permitted, and the investigators, after six months' experience in the general census work, were assigned each to one rural town at a time, with instructions to examine the school children, seek information from district nurses, overseers of poor, physicians, police officers, and local institutions; in short to find every case of mental deficiency in the town. Ample funds were available for livery, and every mile of road in the towns was covered. The investigators were not restricted for time in any given town. From December 7, 1914, to January 18, 1915, eleven towns in northern Westchester county were surveyed. In the rural sections the work amounted almost to a house to house canvass, although the privacy of homes was not needlessly invaded. It was attempted to combine thoroughness with respect for the rights of others.

In fulfilment of the Commission's plan circular letters were sent to the local poor law officers and physicians requesting information. Our experience is that this method is worth little in census work, for while some of the physicians assisted the investigators materially in their work, only ten of them replied to the written request for information.

Valuable assistance was rendered by the District Nursing Association, to which body thanks are due for this co-operation. Nearly all the worst cases in the county are known to the district nurses and to the agents of the superintendent of poor, who also contributed much information.

In pursuance of the Commission's plan, a special investigation of a typical public school in Yonkers was carried on by Dr. Mullan of the Federal Immigration Service, whose report is separately printed. The reports of the investigators on the eleven towns surveyed are included in the present report, for they furnish an interpretation of the figures in the statistical table.

In addition to the regular investigators, Miss Winifred Noon, Supervising Nurse of the State Department of Health, assisted

ably in the rural census, visited all the hospitals in the county and interviewed the health officers and nurses. She also assisted in visiting the Port Chester schools. The courtesy of the State Department of Health in loaning Miss Noon is greatly appreciated.

### DESCRIPTION OF WESTCHESTER COUNTY

Westchester county occupies the east bank of the Hudson river north of New York city, the distance from its southern extremity at Spuyten Duyvil creek to its northern point on the Hudson, Anthony's Nose, being thirty-four miles. It also has about thirty-five miles of coast line along Long Island Sound. The northern boundary passes east from Anthony's Nose to Connecticut. The eastern boundary, which separates New York State from Connecticut, is purely arbitrary and follows no natural physical division of the land. With abundant streams and lakes the county is well watered. Its watershed extends from Mount Pleasant, just north of Tarrytown, eastward across New Castle, Bedford, Poundridge and Salem. All the other mountain ranges extend north and south, hence the north and south roads in the county are mainly level, while those going east and west are hilly. The height of the hills varies from 200 to 1,000 feet, the highest point in the county being Anthony's Nose at the northwestern corner. Many places in the county are rocky, but there is considerable good farm land, and the main industry has always been farming. The chief exception to this is the manufacturing industry which goes on in Yonkers due to the water power in the Sawmill or Nepperhan river, and the iron foundries and brick yards further up the Hudson. Before railroads were built some produce was taken to New York in sloops, but the majority of farmers preferred to drive to New York with their goods. Up to 1850 New York city had but little influence on Westchester county, except as an outlet for its goods, for the means of getting there and back were so poor that no one could live in Westchester county and do daily business in New York, although some New Yorkers had their summer homes in the county.

### CHARACTER OF THE SETTLERS

It does not appear that Westchester was the dumping ground of European prisons or almshouses. The early Dutch settlers

along the Hudson were mostly Walloons, reputable men, but poor in worldly goods and unresourceful. The English colonists who settled the eastern part of the county were intelligent, religious people who were driven from New England because their faith did not agree with Puritanism, or through the gradual expansion of the Puritan colony westward. Many of them were poor men, but they were honest and thrifty. Jealousy kept the Dutch and English apart, and another sect of equal integrity, the Quakers, soon came to occupy the lands left vacant between them. The French who settled New Rochelle were likewise religious people who fled from France after the Edict of Nantes was repealed. They kept much to themselves and were refined, courteous and thrifty. Slaves were common in the colony from the first, but were presently set free and given two places in which to live, where some of their survivors can still be seen. The Indians were driven out of the county fairly early and seem not to have mixed much with the white settlers. As a quiet farming community the whole county grew slowly but healthily till the railroads were put through and then a sudden change occurred. Previously the places with natural advantages had grown no faster than others. The towns near New York were relatively no more populous than those most removed from it. But with the introduction of the railroads and the trolley systems, many persons began to live in Westchester county and to travel back and forth to New York daily for business. This led to the great increase of population in the southern part of the county, and to the establishment of new communities like Scarsdale and Larchmont and Mt. Vernon, the latter of which is now a flourishing city. The New York city water system with its system of lakes in Westchester county has done away with many of the best farms, and has even caused to be changed the location of villages, so that Katonah, for example, in the town of Bedford is entirely new. Thus while the towns near New York are growing fast those more remote are losing especially in rural population. Immigrants follow the railroads and the industries, but there is no reason to think that an unusually low class of immigrants has migrated from New York city to Westchester county. On the contrary it seems to appeal to the better class of immigrants to get into the country where they can have a little garden and their children can grow up under natural cir-

cumstances. The water works have brought to the county a good many foreign laborers some of whom linger after the construction work is done. On the other hand the brick industries require in summer the services of many hands, especially negroes and Italians, many of whom go away in the winter.

### POPULATION

In consideration of these various influences a study of the population is of interest. The census figures for certain years are given below. It will be found that some towns have been gradually losing ground for a long time, while others show a feverish growth. The slowness of Yonkers to develop into an important community was due to the fact that the fine water power of the Nepperhan was for a long time in the hands of persons who did not care to sell or to develop it. It appears that without this water power and especially without the railroad Yonkers would have been no larger or more important than the most rural community. Now it is a flourishing and vigorous city.

### XXI

#### POPULATION OF WESTCHESTER COUNTY

TOWN	1790	1845	1855	1875	1880	1890	1900	1910
Bedford.....	2,470	2,725	3,464	3,744	3,732	3,291	3,497	5,629
Cortland.....	1,932	6,738	8,468	11,928	12,664	15,139	18,703	22,255
Eastchester*.....	740	1,369	4,715	8,294	8,737	15,442	3,040	6,422
Greenburgh.....	1,400	3,205	6,435	10,928	9,862	11,613	15,564	23,193
Harrison.....	1,004	1,039	1,271	1,431	1,494	1,485	2,048	4,266
Lewisboro.....	1,453	1,541	1,775	1,550	1,614	1,417	1,311	1,127
Mamaroneck.....	452	780	1,068	1,425	1,863	2,385	3,849	5,602
Mt. Pleasant.....	1,924	2,778	3,677	5,411	5,450	5,844	8,698	11,863
Mt. Vernon.....							21,228	30,919
New Castle.....		1,495	1,762	2,242	2,297	2,110	2,401	3,573
New Rochelle.....	692	1,977	3,101	4,678	5,277	9,057	14,720	28,867
North Castle.....	2,478	2,010	2,415	1,818	1,818	1,475	1,471	1,522
North Salem.....	1,058	1,228	1,528	1,583	1,694	1,730	1,133	1,258
Ossining.....		3,312	5,758	8,533	8,769	10,058	10,895	12,828
Pelham*.....	199	486	833	1,538	2,540	3,941	1,571	2,998
Poundridge.....	1,662	1,727	1,439	1,000	1,044	830	823	725
Rye.....	986	2,180	3,468	5,369	6,577	9,477	12,861	19,652
Scarsdale.....	281	341	445	529	614	633	885	1,300
Somers.....	1,297	1,761	1,744	1,600	1,638	1,897	1,338	1,228
Westchester*.....	1,203	5,052	3,464	6,566	6,789	10,029		
White Plains.....	505	1,155	1,512	2,757	3,168	4,508	7,869	15,045
Yonkers.....	1,125	2,517	7,554	17,232	18,924	32,033	47,931	79,803
Yorktown.....	1,609	2,278	2,346	2,650	2,481	2,378	2,421	3,020
Total.....	24,003	47,394	80,678	103,564	109,036	146,772	184,257	283,055

\* Part annexed to New York since 1890.



REPORTS OF SPECIAL SURVEY OF ELEVEN TOWNS IN WESTCHESTER  
COUNTY*Bedford*

The town of Bedford, an interior town in northern Westchester county is on the Harlem Division of the New York Central Railroad and has a population of over 5,600. It is a growing residential district with four thickly populated centers. The outlying districts have been bought up mainly by New York business and professional men and turned into fine estates, on which many of the town's people are employed. The old residents resented the coming of the wealthy New Yorkers, for by buying up the best farm lands in the country they have created a scarcity of farm produce and now rich and poor alike must pay city prices for milk and vegetables.

In Katonah there is public spirit and civic pride and no degeneracy was found within a mile of it. Although Bedford Hills and Bedford Village are less artistically laid out than Katonah, which is all new, most of the homes in them are comfortable. Mt. Kisco, part of which lies in the town Bedford, is a growing community with a slow but steady increase in vice. It has one bad spot in which crime, degeneracy and poverty flourish, and the poor are forced to live in this place because of their small incomes, since they labor on the railroad, in livery stables or on construction work. In dull times, when work is scarce their names are to be found on the books of the overseer of poor.

The school advantages in the town are good and the school houses are accessible. The schools were visited and if the cases reported by the teachers were not obviously feeble-minded the Binet tests were used. Out of 18 school cases, 15 were tested, of whom 9 were feeble-minded and 6 doubtful being only about two years retarded. Of 52 cases of mental deficiency found outside of the schools, 6 are entirely dependent for their support on other persons, two are delinquent, that is they have been the cause of considerable trouble and are likely to find their way into reformatory or penal institutions and 8 are cases that will require custodial care within a short time.

## Summary

Number of morons.....	54
Number of imbeciles.....	10
Number of idiots.....	1
Number of epileptics.....	8
Number needing constant care.....	8
Number of school defectives (of whom 15 were tested).....	18
Number of homes visited.....	64
<hr/>	
Total mental defectives.....	73
Per cent. of defectives.....	1.3
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*Cortlandt*

This township lies in the extreme northwestern part of Westchester county and covers 41.84 square miles. The population in 1910 was 22,255. The town is extremely mountainous in the southwestern part, fourteen miles of it forming the watershed and reservoir which supplies New York city with water. The eastern section is excellent farming land and here in early times could be found settlers worth from \$20,000 to \$50,000, having gained their wealth from the soil alone. Today smaller farms are seen, with beautiful country homes and well kept lawns, all giving an air of modern luxury. The northern part of the town is extremely rocky, the houses are far apart, and it is hard here to gain a subsistence.

The portion of the town along the Hudson river and a few miles inland presents various interests. The summer homes of New Yorkers on the highlands cut the horizon from north to south, while in the lowlands near the river are found factories, clay pits, brick yards and iron works.

The more static, native population is found in the eastern and middle sections of the town, while in the western portion the factories and river industries have for laborers a more shifting population, including more recent immigrants. For example the brick yards, one on George's Island, and a larger one at Croton Point which employs about 500 men, employ mostly Italians and negroes, who live farther south during the winter months.

The township is divided into seventeen school districts, the two of which that are in Peekskill being divided by a natural boundary, George's brook. The fifteen country school districts register about 750 pupils. The Peekskill grammar schools are three in number.

A visit was made to each of the fifteen country school districts, each pupil was observed, his class records looked over, and his reaction to school work noted. In the Peekskill schools a list was secured of those who were more than three years below grade, these were interviewed and passed on by the investigator, the same as was done in the other schools. Whenever a child was found who bore a name associated in the investigator's mind with a defective family, the home was visited to establish the family connection, if any, and to observe the child's immediate relatives.

In the town of Cortlandt 292 mentally deficient persons were found, 33 of whom were epileptics, 57 imbeciles and 202 of the moron type. The physical ages of the imbeciles ranged from 7 to 16 years, and they were school children who had failed badly in school work, having remained several years in the first grade, and they bore the stigmata of mental defectiveness of a low type.

The southern and eastern districts of the town, Croton Point, Croton Village, Croton Dam, Mt. Airy, Todd, Van Cortlandt and Oregon, have each their local defectives who are not related by blood or marriage to each other, and several of whom bear foreign names. The remaining districts, Peekskill, Buchanan, Montrose, Verplank, Crugers, Furnace Woods and Pleasantide, together with George's Island, have a motley array of 150 persons of various grades of moral and mental defectiveness. During the last two years the names of eleven defectives appear thirty-six times on the police records for intoxication, vagrancy, burglary and assault.

In relation to poor relief it is said that the county system was changed over to the town system in 1896 because the wealthy township of Greenburgh got tired of paying for the care of Cortlandt's defectives.

Of seventeen persons who have been committed from Cortlandt to State institutions, and discharged since 1900, three are now in other institutions, eleven have died, of two no trace was found and one recently married and lives near Lake Mohegan. She is past the child-bearing age. Of the persons from Cortlandt now in State

institutions four belong to families that intermarry and live in low degeneracy.

The investigator lived for one month in Peekskill, traveled to every part of the township, visited twenty school buildings interviewed seventy-five school teachers and observed 188 mentally defective children. Visits were paid to ten other public buildings and twenty-five homes. The number of people seen during the survey was about 943, including normal and subnormal. Of the mental defectives as many as fifty-seven seem to require permanent custodial care for their own sakes and for the best good of the community. The percentage of mental defectiveness to the general population is 1.31.

### *Lewisboro*

Lewisboro is in the northeastern part of Westchester county and has a population of 1,127. The chief occupations are dairying, farming and railroading.

The most thickly settled hamlet is Golden's Bridge with a mixed, fluctuating population on account of change of employees in the railroad gangs and on the dairy farms. In the Golden's Bridge school are thirty-seven pupils, the majority of a low grade of mentality but teachable. In this hamlet are five families related by blood or marriage which have twelve mentally deficient members, three of whom are epileptic. (See chart.) There are seven other schools in Lewisboro with a total of 135 pupils, of whom six are feeble-minded and two epileptic.

To summarize, there are in this town five epileptics (one of whom is also an imbecile) and twenty-nine feeble-minded persons. Three of the defective families are dependent, and number eighteen persons, there being in each family a father and mother and three, four and five children respectively. Four mental defectives in Lewisboro are delinquent, and sixteen ought to have State care. Two of the latter who are first cousins took out a marriage license in the fall of 1914, but were unable to find anyone who was willing to perform the marriage ceremony. The woman is pregnant.

Seventy-three calls were made and more than 450 persons seen. The total number of mental defectives is thirty-four which is 3.02 per cent. of the population.



*Mount Pleasant*

The town of Mount Pleasant shows the influence of New York city in the large estates, the large cemeteries and the large proportion of commuters. With the active social agencies in Pleasantville, one of the larger villages, the inferior families are held up to a certain standard of living, hence there are few defective families and the cases of feeble-mindedness are scattered. The only manufacturing centre is North Tarrytown, which at the present time is facing extreme poverty due to the cutting off of two customary sources of employment. The Maxwell automobile shops which employed more than 2,000 people closed last summer and the Rockefeller estates which give permanent employment to hundreds of laborers "laid off" many of their men before Christmas. Those who could afford to move their families went to other manufacturing towns while the less fortunate ones who remained there are looking forward to the reopening of the shops under new management and are compelled to trust to occasional work by the day for income. The result has been that families formerly self-supporting have been obliged to call upon the public officials for help, the standards of living have been noticeably lowered and the children come to school so under nourished and poorly clad that it is difficult to determine whether mental retardation is due to a fundamental defect or to removable conditions.

The town had a population in 1910 of 11,863 which is probably less at present since little manufacturing is now in progress. Throughout the township the only large group of foreign born is found in North Tarrytown.

A case which should have been handled ten years ago is that of an imbecile woman about thirty years old who is expecting her fifth baby. She sits by the table all day long and fondles her children as they come to her but makes no attempt to care for them. Her mother, a woman of inferior intelligence, manages the home. The imbecile is legally married for when she became pregnant with her first child the parents forced the father of the child, a good-for-nothing alcoholic man, to marry her. This child is a wild little imbecile, who swears, is unmanagable and at 10 years is still in the first grade. The other three children at present give no evidence of mental defectiveness.

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As in the other towns the homes and schools were visited, physicians and social agencies consulted and whenever convenient the doubtful cases in the schools were tested. As a result of the survey there were found:

Number of morons .....	58
Number of imbeciles .....	6
Number of idiots .....	1
Number of epileptics .....	10
Number of institutional cases.....	16
Number of school defectives (of whom 22 were tested) .	31
Number of homes visited.....	43
Total number of defectives.....	75
Per cent. defective (of 1 per cent.).....	.63

### *New Castle*

A consideration of the population of the town of New Castle calls for a distinction between the village of Mt. Kisco which lies in both the towns of New Castle and Bedford and the remaining part of the town. The town is sliced diagonally by two divisions of the New York Central railroad, and with excellent train service is easily accessible to New York city. As a result the town, especially in the vicinity of Chappaqua, consists largely of pretty homes, some of them luxurious, with a small foreign population and only minor industries. Throughout the township there is no group of connected degenerate families, and were it not for one defective family the number of mental defectives in proportion to the entire population would be small.

This community took matters in its own hands in regard to one family, in which the husband, a decided alcoholic, failed to support his family and the wife was feeble-minded. After the third baby born was cared for at the expense of the town the family was broken up. Application to the Rome State Custodial Asylum was made for the mother, but pending admission she was sent to a private institution at public expense, the children were sent to an orphan asylum and the man left to shift for himself. Possibility of more children of that undesirable mating is cut off for the present.

There are distinct classes of population in Mt. Kisco. First, the owners of large estates, known locally as the "hilltop people;" second, the native local aristocracy; third, the foreign population, mostly Italians, one group of which has good homes and children who take their places with the brightest in the schools, while the other group is vicious and dangerous; and, fourth, a substratum of native population who are now mixing with the undesirable group of Italians. It is with this substratum that the investigation was largely concerned. There was the constant difficulty of making a distinction between the inferior anti-social alcoholic people and the persons of actual mental defect. Such being the case, no persons were counted as mentally defective where the opinion of the investigator was not confirmed by physicians or school authorities. Doubtful cases were not included in the count.

As in the case of the other towns, all of the schools were visited, the records consulted and the children observed. Physicians, district nurses and prominent and reliable persons were interviewed. Thirty-three of the doubtful and backward children were given the Binet tests. Of these fifteen were feeble-minded. Sixty-one families were called upon. From the population of 3,573 (1910), 46 persons are found to be mentally defective; five of these are epileptic, and of these one is a subject for custodial care. Of the feeble-minded, five, in the opinion of the investigator, should have permanent care, while in other cases no doubt such care would be for the best interests of the community. No idiots were found. The per cent. of defectiveness is 1.29.

### *North Castle*

The town of North Castle is south of the central portion of Westchester county, touching the Harlem railroad on the west and bordering upon Connecticut at the south. It comprises the section to be occupied by the Kensico dam and an oblong of rough and for the most part rocky country to the northeast. The most densely populated portion is at Valhalla, where there is a temporary camp of laborers, and in the region of Armonk and North Castle. What was formerly Kensico Village and that region to be occupied by the new dam has been entirely cleared of habitations. As in other towns similarly located, the population has been steadily decreasing for a number of years. There has been a notable decline in

the number of industries. A shoe business which was flourishing at Armonk some twenty-five years ago has entirely disappeared on account of lack of facilities of transportation. Stretches of country covering many miles have been confiscated for the use of the Kensico dam and dozens of small farms have been absorbed into the estates of the wealthy. The only active industries are those in connection with the building of the reservoir and farming, which is of two varieties, that on the large estates, which is largely for interest and pleasure, and that on the small homesteads. The number of natives employed on the estates as farmers, gardeners and maids is steadily increasing.

Within the town are ten schools including the camp school at Valhalla and the free kindergarten at Armonk. Of the 420 school children, thirteen were found to be feeble-minded. Of these it was possible to test only nine owing to the interruption of the Christmas vacation.

From the social point of view there are two "black spots" within the town. One is the rocky, inaccessible section known as "Nigger Hill" back of Valhalla and the other a naturally undesirable section west of Armonk known as "Whippoorwill." Both of these regions are undesirable places of residence for industrious and sociable individuals and are left to the less capable and less discriminating portion of the population.

In the town were found fourteen adult defectives, six of whom have at some time received poor relief and one of whom has been an inmate of an institution. Only two could be classed as actively delinquent, being an imbecile mother and daughter, both of whom are sexually immoral. The daughter, twenty years of age, is about to give birth to her second illegitimate child.

Summarizing the results of the investigation in the town of 1,522 population, there are:

Epileptics — 5, of whom 3 need custodial care.

Feeble-minded — 22, of whom 3 need custodial care.

Total mental defectives — 27, or 1.77 per cent. of the population.

### *North Salem*

The town of North Salem occupies the most northeastern section of Westchester county south of Putnam county and bordering upon the state of Connecticut. For the most part it consists of rough

rolling country which is more adapted to dairying than to agriculture. The population is most dense in the western part of the town along the Harlem division of the New York Central railroad, and through the central part at Salem Center and North Salem.

Native Americans who have lived in the section for many years constitute by far the greater portion of the population. According to the United States census the number of inhabitants has been steadily decreasing for the past fifty years. Although this is due to some extent undoubtedly to the large number of farms which have been confiscated in the construction of the Titicus reservoir, it is probably affected to a greater extent by the steady migration to the near-by towns and to New York city. The chief occupation within the town is dairy farming on a small scale. The only manufacturing is at Croton Falls where about forty men find employment in a machine shop. In the southern part of the town in a rocky district unadapted to agriculture or business of any kind is a colony of moonshiners who eke out an existence by the manufacture and sale of whiskey.

Within the town of North Salem are six public schools and one parochial school having a total of 210 pupils. All of these children were seen; the more backward ones were discussed with the teachers and observed individually. Sixteen children were examined with the Binet test. As a clue to the location of defectives the school is a good starting point and the teachers are an excellent source of information. An account of a dull or defective child has frequently led to the description of an older brother or sister who never went further than the third reader or parents whose shiftlessness is the scandal of the neighborhood.

It is of striking interest that although a number of the twenty-five defectives within the town have had temporary assistance in cases of emergency, none is at present dependent. The majority belong to families that are capable of doing some simple form of work and work is given instead of charity. The family is so thoroughly understood that benevolence is not forced upon it as would be likely to occur were they living in the city.

A typical case is that of a young moron woman married to her cousin who is likewise a moron. Two of their five children have died of neglect. The man refuses work except when pressed by



immediate necessity and devotes his time to hunting and trapping. Needless to say the home is comfortless and filthy, but the family has not been given help and the only interference on the part of the community was when a coroner's inquest was held at the death of one of the children. This family is a branch of a larger one whose name is associated with frequent moving, petty thieving and general shiftlessness.

Within the town at present are no defectives who are delinquent and none in immediate need of state care. All are socially undesirable however and a potential danger to the community.

As a means to thoroughness every teacher and physician within the town was interviewed, every mile of road was traversed and every suspicious dwelling visited or a careful account of the inhabitants obtained. The results are summarized as follows:

Population of town (1910), 1,258.

Number of epileptics — 4, of whom 2 need custodial care.

Number of feeble-minded — 21, of whom 7 need custodial care.

Total of mental defectives — 25

Per cent. of mental defectiveness — 1.99

### *Ossining*

The town of Ossining is located in the middle of the western portion of Westchester county on the Hudson river. The greater portion of the population is in the village of Ossining with smaller settlements at Crotonville and Briarcliff Manor. The country is rolling and in many places rough so that on the whole it is not suited to agriculture. Much of the land is occupied by large estates and private schools. Most of the industries are in connection with the estates and the schools. A notable number of persons are retired or carry on business in New York city. A limestone and a lime industry furnish employment to some forty men south of Ossining in that part of the village known as Sparta.

There are three public schools and a parochial school with a population of over 1,900 pupils within this town. From these thirty-eight average pupils were tested with the Binet tests and twenty-three have been classed as defective. A number were found who are so defective that they were excluded from school. A family of seven children, four of whom are so defective that they are



clearly institutional cases is perhaps the worst example in the community.

The results of the investigation in the town may be summarized as follows:

Population — 12,826.

Epileptics — 18, of whom 6 need custodial care.

Feeble-minded — 93, of whom 25 need custodial care.

Total mental defectives — 111, or .86 of 1 per cent of the population.

### *Poundridge*

The town of Poundridge in the northeastern part of Westchester county had in 1852 a population of 1,460 which has steadily decreased until in 1910 the population was only 725. A school teacher who has taught in the neighborhood for over forty years assigned as a reason for the decrease that large tracts of land have been bought up by wealthy speculators and held for speculation or park purposes, and quoted from Oliver Goldsmith:

“Ill fares the land to hastening ills a prey,  
Where wealth accumulates and men decay.”

Poundridge is hilly and mountainous and is said to have been so-called because the Indians formerly went down to the coast, stole the cattle of the settlers and brought them up on the hills and kept them “in pound.” The only occupations are farming, dairying and some lumbering.

There are six district schools with a total of seventy-seven enrolled pupils. Only one of these pupils is mentally defective, a nine-year old girl.

The total number of mental defectives in the town is eleven. A defective man who lives with his father, a seventy-five year old pensioner, would be dependent on charity but for the pension. The worst family in the town, consisting of a father, who has a feeble-minded brother, mother and thirteen children, all feeble-minded, very recently moved over the State line into Connecticut to escape further investigation by the Humane Society officer. They will doubtless return as soon as they think it safe to do so. One son in this family has a feeble-minded wife, and a sixteen-year old daughter has three illegitimate children. This is the

most notorious family in Poundridge, and with them away temporarily there is not left in the town any defective family which is really a menace.

Six schools were visited, fifty-seven calls made and over 298 persons seen. Eleven persons, or 1.52 per cent. of the population, are mental defectives, but only one fails of self-support at present.

### *Somers*

Situated between the towns of Yorktown and North Salem is the town of Somers. Although its area is about the same as that of the towns east and west of it, its population is only a little over 1,200 and has decreased since the year 1846 when it was over 1,700. The young folks of the more prosperous families seek employment elsewhere for the only occupation in the town is farming. The country is comparatively low and in parts quite rocky. There are four small settlements of 100 or less persons each, namely, Somers, Lincolnale, Granite Springs and Baldwin Place, with the remaining population scattered along the country roads from  $1\frac{1}{2}$  to  $2\frac{1}{2}$  or more miles from the railroad and post office. There appear to be no social activities or halls where the people come together and no effort is made by the residents to make the town attractive to its young people or to invite strangers to settle there. One of the residents relates that the people have always been slow to accept improvements and new ideas and objected to the railroad and the installation of telephones and electric lights, although they enjoy the use of them now that they are available.

The residents fall into two classes (1) the prosperous farmers who own large tracts of land and (2) their employees. The latter are for the most part a respectable class, and in only three or four instances was degeneracy found. The town has no practising physician or resident nurse, but there is a committee for the sick poor and a band of King's Daughters who look after the poor, so that the overseer of the poor has given no outdoor relief in more than two years.

More than half the pupils in District School No. 1 are residents of North Salem and are not included in this report. Of the six schools in Somers none has more than 30 pupils, and one has only

nine. All the schools were visited, the work was observed, and so far as possible the unpromising and backward pupils were tested by the Binet Measuring Scale. Of the number tested, five were found to be mentally defective, two were doubtful cases and one was found to possess normal mentality, but lacked proper guardianship. Three and eight-tenths per cent. of the school population was found to be mentally defective.

Of nineteen defective cases discovered outside of the schools, twelve were representative of two families and their near relatives. One is a delinquent woman, now in the Bedford Reformatory, and of so low a mentality that she ought to be committed to a custodial institution. Five others are likely to require custody within the next five or ten years.

As a result of the work, 1.98 per cent of the entire population was found to be actually feeble-minded. One epileptic was found.

### Summary

Number of epileptics .....	1
Number of morons .....	16
Number of imbeciles .....	6
Number needing custody .....	6
<hr/>	
Total .....	23
<hr/>	

### Yorktown

The town of Yorktown is a rectangular area entirely divided at the lower end by Croton Lake. It is reached only by the Putnam Division of the New York Central Railroad which runs through the southeastern part. While there are a few commuters and large estates, the town north of the lake has an almost solid native population. The landowners are the prosperous farmer class who support a flourishing grange and a Whittier circle and have large comfortable homes. The population from 1846 to 1880 ran along at about 2,400, while in 1910 it had increased to 3,020. It is believed that the census of 1910 was abnormal, due to the construction work on the Croton Lake system and that the next census will show a marked decrease, due to the withdrawal of the laborers, and also to the fact that the State has taken a large tract of land for

the Mohansic State Hospital and the Yorktown Heights Training School. A withdrawal of some of the trains has resulted in a further discouragement of commutation and has tended to keep the population native. Below Croton Lake the farms are being taken for summer homes and many of them are in the hands of real estate agents.

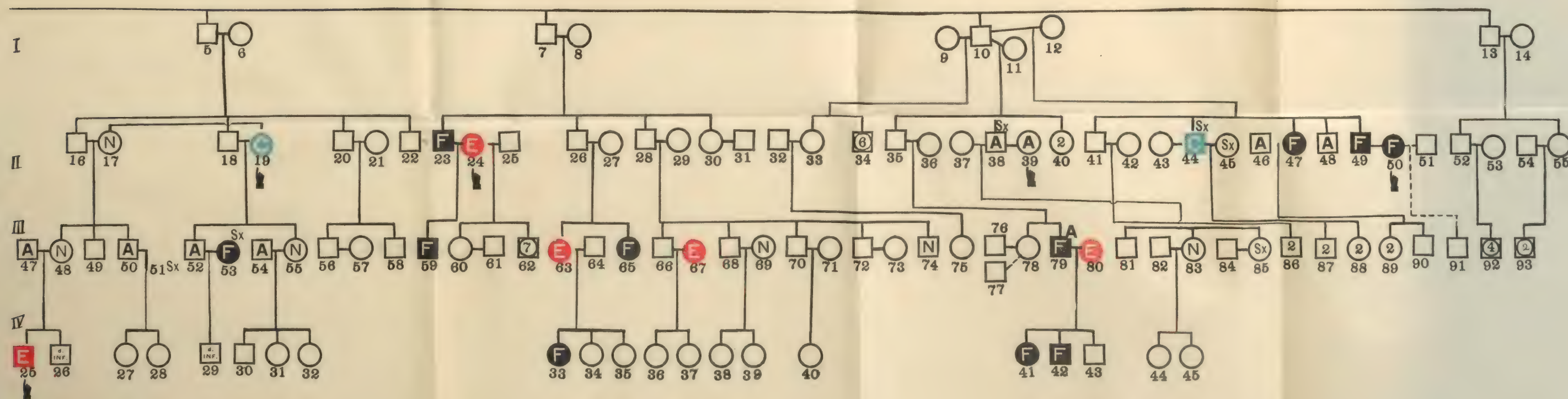
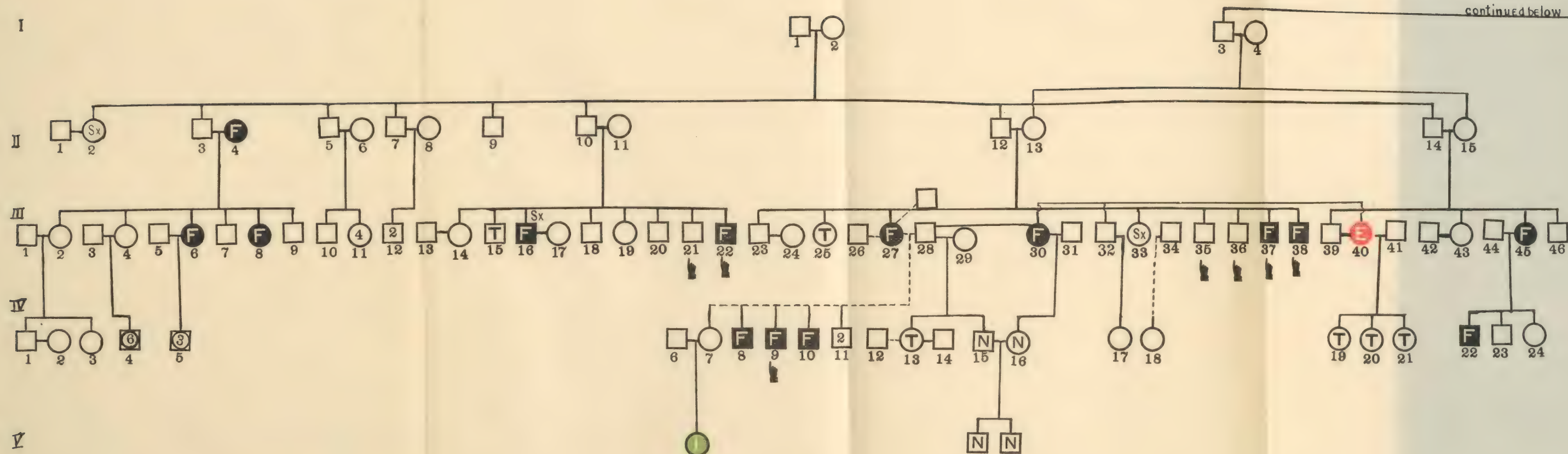
With the exception of two large connected families which have intermarried and settled in the vicinity of Yorktown and Croton Lake, isolated cases of mental deficiency occur. These two families which came originally from Somers township and have numerous connections in Golden's Bridge, are chronically poor, drink a good deal, steal as much as they dare to and are immoral. The family name stamps them as inferior people. Occasional cases of definite feeble-mindedness occur.

In addition to visits to the families themselves the sources of information were the public officials, the schools and several reliable old residents. All of the schools were visited and the records inspected. Seventy-five family calls were made and the remaining families were absolutely vouched for by intelligent and reliable persons. The cases of mental defectiveness found were 31. Of these six are epileptic. Two of the epileptics are self-supporting; the other four incapable of self-support are cared for by their families. Of the feeble-minded one became an institutional case while the census was in progress. Three are entirely incapable of self-support. Two girls reaching adolescence should have institutional care for their own protection. The remaining 19 are managing to get along in some way. The per cent. of mentally defective to the population as given in 1910 is 1.03. Of the epileptics one is an imbecile. Three of the feeble-minded are imbeciles and 22 are morons.

### *The Moron Family*

The following family history is one that was incidentally built up during the survey of Westchester county. It is presented here, not as a finished piece of pedigree work but merely to show the connection and relationship between a number of the mentally defective persons found. It will be noted that a large number of the symbols are left blank. This is due to the constant difficulty of









definitely deciding the status of an individual outside of an institution on account of lack of standards for determination of such cases and lack of information about the individual. The whole family are people of low standards and inferior intelligence and to term them normal would be as much of an inaccuracy as to term them feeble-minded. It is said of the Moron family (this is an assumed name) that all of the men lie, steal as much as they dare to without getting into trouble, and drink if they get a chance. The homes are uniformly poor, but are clean and orderly, or dirty, depending upon the tastes and mentality of the wives. The favorite occupation of the men appears to be working in livery stables, although some work as laborers on farms. As far as known none of them conducts any business independently or owns his own home. Many of the women take in washing or go out cleaning to supplement the family income. One of the women drives about the country collecting calves for the butcher!

Couple I 1, 2, about whom nothing further than the names is known, had eight children. The husband of Eliza II 2, was killed, after which she had six or seven other men and in the local vernacular is "no good." She is still living. II 3, Russell Moron, is a good, faithful, hardworking man who has worked on the same farm for the last twenty years. While not very intelligent he is respected in the community and his home is the shelter for his unsuccessful children and grandchildren. His wife, however, II 4, presides over one of the typically feeble-minded homes, dirty and disorderly. She has a large goitre; is ignorant and satisfied with her wretched surroundings. III 2, child of II 3 and 4, married and lives in Connecticut. The husband is worthless and does not support her. One of the children, an 18-year old girl, who is bright in appearance and neater than her surroundings, lives with Russell. III 4 married, lives in Connecticut and has six children. III 6 Lydia, fat, untidy and obviously feeble-minded, lives at home with Russell, as her worthless husband does not support her. Her three children are all very young. III 7, no information. III 8, Jessie, aged 14, an overgrown open-mouthed simpleton, cannot do third grade work in school. By the Binet tests she grades 8 years mentally. She had spinal meningitis when a child. III 9, age 8, does second grade school work and is fairly bright.

II 5 and 6, Jesse, married and has a family of at least five grown children. The family is dull but not feeble-minded and makes no trouble.

II 7, 8, nothing significant about the family. II 9, George, died unmarried.

II 10, 11, Alexander and wife have both been dead about 10 years, leaving a family of eight children. Alexander died of "walking typhoid" and his wife of erysipelas. III 14, Lillie, married and has been in Ohio for the last three years. The next, Henry, died of tuberculosis. III 6, Julius, known as "Tie," has lived with several women and works around on farms. His intelligence is below par and he is, in general, worthless. III 18, is in the navy, III 19, Julia, is in Ohio with her sister. III 20, Homer, is described by his relatives as a cripple. They think he is now in some home, but do not know where, and he has not been located. For a time he lived with his uncle Russell, II 3. The twins, III 21 and 22, were sent to the Westchester Temporary Home upon the death of their parents. They were refused there because Raymond could not walk or talk, so were sent to the county almshouse. They were later received at the Albany Orphan Asylum where Raymond died. From there Harold was sent to the Rome State Custodial Asylum where he is classed as one of the brighter boys but also one of the meaner ones. He has had institutional care from babyhood.

II 12, Charles, married Emmeline, whose sister married his brother, and whose relatives make up the rest of the family history. Charles is dead, but his wife, a large coarse woman of 60, who outlined much of the family history, lives in a very tiny cottage and takes in washing. She does not know where her youngest son is, and apparently does not care. Her four youngest children were at one time all sent to the Westchester Temporary Home. She had at least eight children.

III 23, married. III 25, died at 14 years of tuberculosis. III 27, Anna, has had a varied career. She left her first husband, by whom she had no children as far as known, and went to live with Hutchens, by whom she had six children who are therefore illegitimate. She then ran away with a man who was working on the next farm, taking two of the children with her and at present is living in New Jersey. She has one child by him. Hutchens,

who also had a previous wife, has married again since his desertion (the framed wedding certificate is hanging on the parlor wall) but it is doubtful if this third venture is bringing the happiness desired, for Nancy takes his whiskey bottle away from him and drinks its contents herself. Thus inspired she is so courageous that poor Hutchens has to retire to the top of the barn or the neighbor's chicken house until the spell wears off. He is a weak man who drinks some and is unable to cope with his more vigorous wife. The house is a hanging-out place for ruffians. The children of Anna Moron by Hutchens are IV 7, who is married and probably with her mother, IV 8, Albert, age 19, working on a farm; hardly learned to read at school, got as far as the third grade, is given to petty thieving; IV 9, Sturgis, age 16, a low grade imbecile who could never be sent to school, is now in the Rome State Custodial Asylum. (To indicate the moral tone of the family, it may be said that some of the relatives believe that Sturgis is so idiotic because he is the child of Anna by her own father). IV 10, Theodore, age 13 years, mental age 8 years, is a colorless feeble-minded boy of the moron type. Of the two other children, IV 11, is with the mother and IV 12 died in infancy. The daughter of Hutchens by a previous wife, IV 14, is tubercular and immoral. A son, IV 15, married the daughter of Nancy by her first husband. This couple live in a poor house but are respectable people. Their twin sons are bright. III 33 left her husband, going off with another man. She came back pregnant but her husband "claimed the child" so it was all right. III 35, 36, 37 and 38 were all sent to the Westchester Temporary Home when children. III 35, Phil, is now living with his mother. He is a large overbearing lazy fellow who complains that there is no work to be had since the city folks have bought the farms. III 36 works around on farms. III 37 "winters" at the almshouse and during the summer stays around with his relatives. He is "a poor fool." III 38 is at present in the Rome State Custodial Asylum. He has also been in the Syracuse State Institution for Feeble-Minded Children. Emmeline, his mother, does not know where he is.

II 15, Betsy, sister to Emmeline, is living, but her husband, II 14, is dead. Although her house is untidy and her washing not clean, she cannot be considered feeble-minded. Of her children, Bill, III 39, stutters and has a decided speech defect. He



is not very intelligent but is respectable. His wife Lucinda, who had fits when young and a large tumor at present, is a clean neat housekeeper and is said to be the best cook in the vicinity. Lucinda, by a previous marriage, had three nice girls who died in their teens of tuberculosis, and she has had one or two other husbands. Lucinda is the sister of Nancy, III 30 and of III 32; a brother (not shown on the chart) is alcoholic and has served time in Elmira Reformatory and the county jail. The oldest sister was a pronounced epileptic and died in the Poughkeepsie State Hospital. (These last mentioned are not shown on the chart.) III 43 married a barber and is "all right." Her children (not shown on chart) are also ordinary. III 45 is a slovenly simple woman with a decided speech defect. Her husband knew little except to save money, hence at his death she owned a little house where she and her relatives live. Her son, IV 22, is decidedly defective but has some talent for drawing. When seen in school he was dirty and ragged. At 12 years he has a mental age of 8 years and is in the third grade. He stammers badly. IV 23 died in infancy and IV 24 is too young for diagnosis.

I 5, a man of 87, and a senile dement is confined to his bed. II 16, son of I 5 and 6, defective in speech, drinks some, is fairly respectable and married a normal and respected woman. She goes out as a domestic nurse. Her daughter III 48 is a wholesome normal woman who unfortunately married a cousin once removed (III 47 appearing also as II 48 in the chart). Her son, IV 25, age 7, has been epileptic since six months of age. He has never talked. The care of him was wearing out his mother, hence he was sent to Craig Colony. Her other baby died at twenty months of marasmus. She is now caring for her brother's child who would otherwise be neglected. III 49 is "a pretty decent sort of fellow." III 50 is a "good for nothing little bum" too mean to cut wood for his wife even when he is not working. His wife, a girl from an immoral family, is herself immoral and given to petty thieving. Their children, both young, appear bright.

II 18, married a sister of his brother's wife. She died two years ago after being a patient for twenty-two years in the Poughkeepsie State Hospital. Her son III 52, Walter, works for a butcher. He drinks a good deal, can hardly read or write, but manages to keep his books in some fashion and does not steal



noticeably. He is superior to his wife III 53, Minnie age 26, feeble-minded of the backwoods type. Her sisters and mother are also feeble-minded (not shown on chart). Minnie has more than one affinity in the village. Her baby died, probably from lack of care as she fed it pickles after nursing it. III 55, is a hard-working woman and a good mother but she is wretchedly poor as her husband is alcoholic and worthless. Her children are under school age. II 20, Enos, who drinks when he gets a chance but is good farm help, married a cousin II 21 (the same as III 75) who works out by the day and is respectable. One son III 56, works in a livery stable, is respectable. The other son III 58, is 8 years old and is doing first grade work for the third year. II 22, died without children.

I 7, "Doc.," now a very old man, is still living. II 23, Charlie, is feeble-minded and has a decided speech defect. He drives for a livery stable. His wife, II 24, Ida, who is epileptic, died at the county almshouse in December, 1914, as the result of infection received from a kick from her son-in-law (III 61) during a quarrel.\* Ida had eight children by her first husband, II 25, whose family name is a bad one. III 59, a little three-year old fellow, was placed out by the agent for dependent children, but has been returned by the agent who considered him an unpromising child. II 26 is a faithful, steady worker and does not drink. His wife also works hard but both are mentally inferior. One daughter, III 63, about 30, is a weak, simple woman who is epileptic, married to an Italian. Her daughter, Nellie, at 12 years is in the first grade in school and is feeble-minded. The other two children are young. III 65, age 15, was in school last year in the fourth grade. No pressure was brought to bear to keep her in school this year, as it was thought that she could not further benefit by it. Her appearance marks her as mentally defective. II 28 and 29 are ordinary people. Their son, III 66 married an

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\* Local newspaper account, with the names changed:—"Reuben Smith of a certain town, a farmer 30 years old is held in the county jail, awaiting the inquiry in the death of his mother-in-law, Mrs. Ida Moron, who died in the county almshouse at Eastview Sunday.

Coroner Black of ———, Sunday notified Sheriff White that he would conduct an inquiry in the death of Mrs. Moron and asked that Smith be held awaiting the outcome of his investigation. Smith was committed to the county jail by Justice of the Peace Green of ———, for 59 days for assault on Mrs. Moron.

According to the coroner, Mrs. Moron stated in the hospital that Smith called at her home Thursday, to effect a reconciliation with his wife, Mrs. Moron's daughter, the couple having parted. Mrs. Moron, the coroner says, refused to let Smith in. An argument and altercation ensued, and it is alleged Smith struck his mother-in-law, knocked her from the porch and she struck on her head."

epileptic, III 67, from a neighboring town. Another son, III 68, married a normal wife, whose mother is insane. III 70 to 74, nothing significant.

II 30 and 31 have about fourteen children. Nothing further known, as they are living outside the territory investigated.

I 10 had three wives. A granddaughter by the first wife, III 75, has already been described under II 27. Six children, II 34, are not described. II 35 had at least two children. One of these, III 78, is immoral. III 79 is feeble-minded and alcoholic. He married an epileptic wife, III 80, and while their children are still very young the two oldest may safely be called feeble-minded.

II 38, Frank, has recently committed suicide.\* He has had several "wives," two of whom are shown on the chart. He was decidedly alcoholic. He and his last wife, II 39, were in the habit of visiting the saloons together. It is a question of a few weeks before she goes to the almshouse, as she is entirely dependent. One of his daughters, III 85, was decidedly immoral before marriage. II 41, no information. II 44, Allen, married one woman but had most of his children by another and has lived with several women. He was recently in jail for stealing chickens but has been released and is believed to be in Connecticut. A fourteen-year old son is said to have just as evil tendencies as his father, combined with greater shrewdness. One child is also said to be epileptic.

II 47, Gertie, rather good looking and nice mannered, is feeble-minded and has a speech defect, as do her children. Her husband, II 46, is alcoholic. Their house has been used as a station for stolen goods. II 48 has been described under III 47. II 49, a feeble-minded fellow whom his associates enjoy getting intoxicated, about two years ago married II 50, Enma, a feeble-

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\*Local newspaper account which appeared while the investigation was in progress. (name changed):—"Frank Moran, a man about 65 years old, attempted to commit suicide Thursday afternoon at about 3:45 by shooting himself in the head, at his home on \_\_\_\_\_ road, \_\_\_\_\_ near the depot. He is a blacksmith by trade and has lately been working for \_\_\_\_\_ at \_\_\_\_\_, in the old \_\_\_\_\_ shop, on a profit sharing basis. He complained that he got very little money on that basis, and last Saturday night he got 50 cents. He didn't get any more all this week, so on Thursday morning he didn't get up, but kept in his room. At 3:30 o'clock in the afternoon he got up, went down stairs, got a drink of water, and went up to his room again, saying farewell to his wife. In a few minutes she heard a report and went up stairs. He was lying on the bed, with blood flowing from his head. She gave the alarm and \_\_\_\_\_, the butcher, notified Police Headquarters. Sergeant \_\_\_\_\_ at once called up Dr. \_\_\_\_\_ and managed to find him and Dr. \_\_\_\_\_ at the \_\_\_\_\_ place. They went at once to the Moran home and attended the wounded man.

He had shot himself in the temple above the right eye, by a rifle with a sawed off barrel. It carried a .22 bullet. He was not fatally wounded, apparently, so they dressed his wound and he was taken to the East View Hospital in charge of Officer \_\_\_\_\_. He died there this morning."

minded immoral girl from a bad family, a sister of III 61, who kicked his mother-in-law. Since her marriage, Emma has had a child by another man and is now in the Bedford Reformatory, but is too feeble-minded for reformatory treatment.

I 13 and 14 descendants not defective so far as known.

In the direct line of descent in this family four at the present time are inmates of State institutions for the mentally deficient; one has been an inmate of the county almshouse; six have been in children's institutions; at least one has been in jail. The wife of one, properly a custodial case, is, at present, in a reformatory; the wife of another died two years ago after a residence of twenty-two years in a hospital for the insane; the wives of two of the family have been in the county almshouse; the husband of one has been in jail. This institutional history is the more significant as the family, living in rural environment, has not been interfered with to any great extent by social agencies.

XXII  
TABLE OF MENTAL DEFECTIVES IN WESTCHESTER COUNTY

TOWN	MALE			FEMALE			Total epileptic	Total feeble-minded	Number needing custody	Total	Population (1910)	Per cent.
	Epileptic	Total		Epileptic	Total							
		Feeble-minded			Feeble-minded							
Bedford.....	3	34	37	5	31	36	8	65	8	73	5,629	1.30
Cortlandt.....	16	158	174	17	101	118	53	259	57	292	22,255	1.31
Lewisboro.....	2	20	22	3	9	12	5	29	16	34	1,127	3.02
Mt. Pleasant.....	5	34	39	4	32	36	9	66	16	75	11,863	.63
New Castle.....	1	26	27	4	15	19	5	41	6	46	3,573	1.29
North Castle.....	4	14	18	1	8	9	5	22	6	27	1,322	1.77
North Salem.....	.....	15	15	4	6	10	4	21	9	25	1,258	1.99
Ossining.....	7	43	50	11	50	61	18	93	31	111	12,828	.86
Poundridge.....	.....	6	6	.....	5	5	.....	11	.....	11	725	1.52
Somers.....	.....	9	9	1	13	14	1	22	6	23	1,228	.98
Yonkers.....	2	15	17	4	10	14	6	25	10	31	3,020	1.03
Total special survey.....	40	374	414	54	283	334	94	654	165	748	65,028	1.15
County at large.....	.....	7	7	.....	10	10	.....	17	.....	17	.....	.....
Eastchester*.....	.....	4	4	.....	.....	.....	.....	4	.....	4	6,422	.....
Greenburgh.....	3	46	49	5	19	24	8	65	23	73	23,193	.....
Harrison.....	.....	3	3	1	1	2	1	4	3	5	4,226	.....
Mamaroneck.....	2	10	12	1	3	4	3	13	8	16	5,002	.....
Mt. Vernon.....	1	12	13	1	14	15	2	26	13	28	30,919	.....
New Rochelle.....	8	31	39	5	20	25	13	51	16	64	28,867	.....
Pelham*.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2,998	.....
Rye.....	7	37	44	3	33	36	10	70	22	80	19,652	.....
Stearnsdale.....	.....	6	6	.....	.....	.....	.....	6	.....	6	1,300	.....
White Plains.....	2	17	19	6	15	21	8	32	15	40	15,045	.....
Yonkers.....	8	46	54	12	45	57	20	91	42	111	79,803	.....
Total for county.....	71	593	664	88	440	528	159	1,033	302	1,192	283,055	.42

\* Not visited.



The first group of towns received a special survey, the others only a general survey. In the latter the per cent. of defectiveness is not carried out because it is not comparable with the other per cents. The number estimated to need care, 165 for the special survey, 302 for the county, is very conservative and is 22 per cent. of the total in the towns specially surveyed and 25 per cent. for the whole county. It indicates that from one to two per thousand of the population is in serious need of custody. To meet this need for the State, the capacity of custodial institutions must at least be trebled.

## XXIII

## AGE DISTRIBUTION OF MENTAL DEFECTIVES IN WESTCHESTER COUNTY

AGE	Feeble-minded	Epileptic	AGE	Feeble-minded	Epileptic
1.....	1	.....	34.....	1	1
2.....	1	.....	35.....	26	7
3.....	4	.....	36.....	.....	1
4.....	4	1	37.....	.....	1
5.....	6	1	38.....	5	2
6.....	21	.....	39.....	2	1
7.....	26	4	40.....	30	11
8.....	46	2	41.....	2	.....
9.....	39	3	42.....	4	1
10.....	59	5	43.....	1	1
11.....	53	2	44.....	1	2
12.....	80	8	45.....	11	4
13.....	84	5	46.....	2	.....
14.....	111	13	48.....	1	2
15.....	82	2	49.....	1	.....
16.....	57	9	50.....	16	6
17.....	32	3	52.....	.....	1
18.....	27	5	53.....	4	.....
19.....	14	5	54.....	1	.....
20.....	18	6	55.....	10	.....
21.....	8	2	58.....	1	.....
22.....	11	1	59.....	1	.....
23.....	8	2	60.....	2	.....
24.....	10	1	62.....	.....	1
25.....	14	5	65.....	2	.....
26.....	6	4	68.....	1	1
27.....	2	2	70.....	5	.....
28.....	14	1	74.....	1	.....
29.....	3	.....	75.....	1	1
30.....	22	6	79.....	1	.....
31.....	1	.....	Unknown.....	25	15
32.....	5	.....			
33.....	6	1	Total.....	1,033	159

## SOME SPECIAL CONSIDERATIONS OF THE WESTCHESTER COUNTY SURVEY

The plan of the Westchester County Survey called for the study of placed-out defective children. Although the placing out of feeble-minded children is now regarded imprudent and unwise, it has occasionally been done in the past.



(1) A feeble-minded boy was placed out from Westchester county into another county, is now 16 years old, goes to school regularly and is said to be doing well. The lad was an inmate of two institutions before he was placed out.

(2) A feeble-minded girl who was born in the Westchester County Almshouse, was an inmate of the Catholic Protectory from the age of 5 to 15, was placed out, failed, and at the age of 17 committed in September, 1914, to a State institution.

(3) A feeble-minded woman, who as a child was found in a hayloft, and was an inmate of St. Joseph's Home in Peekskill from the age of 2 to 14 years, was placed out and now at the age of 23 is with the same woman.

(4) A feeble-minded girl who was placed with a family of means and culture, gave birth in 1914 to a child, and certain colored men left town suddenly. Her child was sent away but the family was so attached to her that they kept her and will "try again."

(5) A Westchester county boy, both feeble-minded and epileptic, was placed out in New York city. He has a first cousin who is epileptic, paralyzed and alcoholic.

#### THE RELATION OF MENTAL DEFICIENCY TO DELINQUENCY

The relation of mental deficiency to delinquency is apparent from the police court records as seen by the investigators. In Cortlandt, for example, the names of eleven defectives appear thirty-six times in police records during the past two years. The school children in that town are said not to be delinquent, because of careful enforcement of the attendance laws. Some towns, like Poundridge, have no delinquent defectives; in Lewisboro four defectives out of twenty-nine were nuisances. The charges usually made against defective delinquents are drunkenness, prostitution and petty thieving. The same families which produce the mental defectives are feeders for the jails and reformatories and are sources of sexual immorality and alcoholism. In Somers one defective out of twenty-three was delinquent and in Bedford two out of seventy. It appears from these proportions that dangerous as are defective delinquents they are only a small proportion of the mental defectives in the county.

## RELATION OF MENTAL DEFICIENCY TO POVERTY

The relation of mental deficiency to poverty is more evident than its relation to delinquency, for the defective is usually inefficient and improvident. The names of defectives, especially morons, appear frequently upon the records for outdoor relief. In Lewisboro three families with eighteen members receive relief out of a total of twenty-nine defectives. The mentally defective families live in the poorest houses on the poorest land. The doctors treat them gratuitously and the ministers bury them without recompense. By the general kindness of their neighbors they get along and are not allowed to suffer unduly as the result of their shiftlessness.

## THE RELATION OF MENTAL DEFICIENCY TO IMMIGRATION

No particular relation was found between mental deficiency and immigration either by Dr. Mullan in Yonkers, where there are many immigrants, or by the investigators who worked on the territory north of Tarrytown to the county limits. In Valhalla, which has a camp of several hundred laborers, mostly Italian, the foreign population has no striking cases of mental deficiency. In intelligence and industry they surpass noticeably the native population engaged in like occupations. Few immigrants are found in Poundridge or Lewisboro. In Cortlandt, which has quite a large foreign population, not more than 20 out of a group of 247 defective children were the children of recent immigrants. There is no immigration problem in Yorktown. In Mount Kisco the Italians push the poor whites to the wall. The least desirable Italians are marrying the degenerate American stock. There has been a great influx of aliens in Mt. Pleasant within ten years, especially in North Tarrytown, some of whom are undesirable. Of fifteen defective school cases seven are immigrants or children of immigrants. The towns of Somers and Bedford have only a small number of immigrants.

## FACILITIES IN THE COUNTY FOR THE DIAGNOSIS OF MENTAL DEFICIENCY

During the past year the board of education in White Plains approved of the establishment of a mental clinic in connection with

the schools. The work is in charge of Dr. Lambert and Dr. Harrington of the medical staff of the Bloomingdale Hospital. Children who are nervous or who are having special difficulties with their work may be referred to the clinic for examination and advice. The number of cases thus far examined is said to be small, and attention has been given to behavior cases rather than to stupid cases as such. This is the only mental clinic in the county.

#### FACILITIES IN THE COUNTY FOR THE EDUCATION AND TRAINING OF THE MENTALLY DEFECTIVE

Special classes for children exist in Mt. Vernon and New Rochelle, and Peekskill is likely soon to have vocational classes. Elsewhere in the county, so far as learned, the mentally defective children attend the same classes as normal children, and in the district schools, especially, the teachers have very little time to give to them. It was noted in Yorktown that the school attendance of some of the defective children was very irregular, owing to the negligence of parents in regard to sending them, or to lack of shoes. The majority of the defective children are found below the fifth grade, but they are sometimes passed along in accordance with the custom of promoting children every two years. The greater part of them never pass the fourth grade on merit and never have manual training.

In the eleven towns visited all the schools and school children in attendance were seen, and 178 children of doubtful mentality were tested with the Binet tests. While a large family of defectives in a small school district might operate to raise the per cent. of defective children in a given town to 3 or 4 per cent., on the average the per cent. of defective school children is about 2 per cent., as estimated by Goddard, in relation to the New York city schools. Dr. Mullan's finding in the typical Yonkers school of 1 per cent. positive cases and 1 per cent. suspected or doubtful cases of mental deficiency is a conservative statement of the problem, and it appears that the public school authorities need to give special consideration to about 2 per cent. of the school children.

## SUMMARY OF WESTCHESTER COUNTY SURVEY

About two-thirds of Westchester county was surveyed, comprising the part of the county north of Tarrytown and White Plains. The population of this territory is, however, only about one-fourth of the population of the county, or 65,028. Seven hundred forty-eight defectives were found, including 654 feeble-minded and 94 epileptics, or 1.15 per cent. of the population of the district.

## AMOUNT OF FEEBLE-MINDEDNESS AND EPILEPSY IN NEW YORK STATE

Decennial enumerations of the feeble-minded in the United States have been made since 1850. In each census from 1850 to 1890, inclusive, it was attempted to obtain returns for all the feeble-minded in the population. The data of the censuses previous to that of 1880 are entirely worthless so far as the calculation of ratios of numbers of idiots to total population is concerned. In 1880 the work of the regular enumeration was supplemented by data furnished by physicians, who reported more than 29 per cent. of the 76,895 persons found to be idiots in the United States. In 1880 the number of this class per 1,000 of population was 1.533. In 1890 the total number of feeble-minded enumerated was 95,609 and the corresponding ratio 1.527 per 1,000 of population. The total number of feeble-minded in New York State was 7,337. Physicians did not make any special reports of the feeble-minded at the census of 1890, which probably accounts for the ratio being slightly less in that year than in 1880.

In the census of the feeble-minded made in 1904, enumeration was restricted by law to inmates of institutions, of whom 2,594 were found to have been in New York institutions in 1904, almshouse inmates not being included. Of this census John Koren remarks: "One might fairly question the utility of an enumeration of the relatively small number of feeble-minded who are inmates of institutions, since it can throw no light on the real numerical strength of this class, and therefore does not accomplish the chief object of such a census."



In the report of the census for 1890 (p. 69) it says: "It is not possible to determine definitely from any data in existence whether the proportion of feeble-minded persons to total population has increased within the last ten years or not, but it is probable that it has increased slightly, owing, in part at least, to the increased number of such persons who have been cared for in public institutions in recent years and whose lives have thus been prolonged."

#### ESTIMATED NUMBER OF FEEBLE-MINDED IN ENGLAND

Tredgold in his "Mental Deficiency," 2d edition, N. Y., Wood & Co., 1914, says (p. 12) that the mean average incidence of amentia in sixteen areas examined by the Royal Commission is 3.88 per 1,000 of population, and the variation ranges from 1.10 in case of Cork, an industrial community, to 4.68, in case of Lincolnshire, an agricultural area. The cause of this differing prevalence is not clear, but it is directly proportionate to that of insanity, aments being slightly more numerous. Tredgold estimates that 4.03 per 1,000 of the population in England were feeble-minded in 1906, viz., idiots .25 per 1,000, imbeciles .73 per 1,000, adult feeble-minded 1.57, and children 1.57 per 1,000.

The incidence of feeble-mindedness per 100,000 of the population has been given for several countries as the result of census figures.

#### XXIV

CENSUS YEAR	Country	Number of feeble-minded per 100,000 of population
1881.....	England and Wales.....	135
1881.....	Scotland.....	160
1881.....	Ireland.....	167
1876.....	France.....	86
1871.....	Italy (except Campagna).....	67
1871.....	Prussia.....	137
1871.....	Bavaria.....	151
1871.....	Baden.....	158
1875.....	Saxony.....	137
1875.....	Wurtemberg.....	207
1875.....	Hungary.....	119
1875.....	Belgium.....	50
1880.....	United States.....	153.3
1890.....	United States.....	152.7



## GODDARD'S ESTIMATE

In the March, 1911, number of "The Training School," Goddard made an estimate of the number of feeble-minded in the United States as based on the examination of all the children in one school system. He said:

"One of the most accurate counts ever made is the recent testing by the Binet measuring scale for intelligence of all children in a single public school system in a town having a population of about 10,000, which gave 50 feeble-minded persons; that is 1 in every 200. If now we admit, for the sake of being very conservative and on the safe side that there may be communities where the proportion is not as great; if we assume that with the migration westward in our country have gone the strongest of body and mind, and that, therefore, on the frontier we may find a smaller proportion of defectives, we still have a leeway of one-third, when we say for the entire country there is 1 to every 300 of the population.

"The following estimates are based on the Census of 1910 as to population, and the estimate that one in 300 of the population is feeble-minded."

The estimated number for New York State is 30,378. Commissioner Hebbard in his address on "The Development of State institutions for the Mentally Defective in New York for the Next Decade" before the Thirteenth New York State Conference of Charities and Correction, November 20, 1912, quotes at length from Mr. Bleecker Van Wagenen's estimate that 5 per cent. of the population is defective, and 5 per cent. more on the border line of defect, and then presents his own estimate.

## COMMISSIONER HEBBERD'S ESTIMATE

"Omitting several classifications enumerated by Mr. Van Wagenen where the inherited weakness seems to be almost purely physical in character and taking into consideration certain explanatory facts stated in a letter which I received from him . . . I believe that I am conservative in assuming that Mr. Van Wagenen estimates that at least 2 per cent. of the population is of mentally defective strain and un-

fit for procreation. In our State this would mean a vast population of approximately 200,000 souls. . . .

" Out of a vast population estimated at 200,000 having the taint of mental defect, there are probably about 20,000 of the lower grades, of which number 5,137 are under safe and excellent care in the State institutions and at Randall's Island."

The following table shows that the per cent. of defectiveness for the whole State as computed from the census figures and the number of defectives known to be in institutions is .003, or 3 per thousand, Goddard's figure. But Goddard's figure is too low for the intensive study made in Westchester county, which gave a percentage of 1.15 of the population of the surveyed district, shows that a more intensive study of the whole State would give a figure far in excess of 3 per 1,000. Commissioner Hebbard's figure of 2 per cent. was reached in the towns of North Salem and Somers, and exceeded in the town of Lewisboro. The more rural the community the higher the percentage is likely to be. Tredgold noted that agricultural areas have a higher percentage than manufacturing areas and could not account for it. It is certainly easier to find the cases in the open country than in a thickly settled village or city. The United States census figures for 1890 in table XXVI indicate that point clearly.

In studying table XXV one point should be borne in mind. The first cases of mental defect learned about in any community are usually the most troublesome and lowest grade cases. Those counties which have a small percentage of defectives may nevertheless have just as many who need custodial care as those which show a larger total. Westchester county was surveyed the first time as a part of the general census, and when the original cases were compared with the totals from the intensive study it was found that the first group comprised mainly the lowest grade cases of the later group. On this ground the State probably has no need for a more extensive census to learn what needs to be done, for the cases learned about in this census probably contain a large proportion of all the mental defectives now living who are in urgent need of State care. The needs of the others can be met as they apply for help or get into trouble by breaking the laws. They can take the same chances as the normal population, and if they cannot maintain themselves, help can be given.

## XXV

## MENTAL DEFECTIVES IN NEW YORK STATE

COUNTY	Number in State or city institution	Number in county almshouses	All others known	Total mental defectives	Popula- tion (1910)	Per cent. of mental defectives
Albany	94	22	287	403	173,666	.0023
Allegany	36	7	80	123	41,412	.0030
Broome	38	35	91	164	78,809	.0020
Cattaraugus	42	9	39	90	65,919	.0014
Cayuga	53	24	145	222	67,106	.0033
Chautauqua	48	29	178	255	105,126	.0024
Chemung	50	13	168	231	54,662	.0042
Chenango	23	29	27	79	35,575	.0022
Clinton	28	23	137	188	48,230	.0039
Columbia	46	22	109	177	43,658	.0041
Cortland	19	5	66	90	29,249	.0031
Delaware	31	13	33	77	45,575	.0017
Dutchess	92	11	185	288	87,661	.0033
Erie	289	60	648	997	528,985	.0019
Essex	21	22	26	69	33,458	.0020
Franklin	26	14	81	121	45,717	.0026
Fulton	24	20	182	226	44,534	.0051
Genesee	22	20	58	100	37,615	.0027
Greene	11	9	31	51	30,214	.0017
Hamilton*	2	0	1	3	4,373	.0007
Herkimer	26	16	160	202	56,356	.0036
Jefferson	64	28	277	369	80,382	.0046
Lewis	13	12	33	58	24,849	.0024
Livingston	22	12	47	81	38,037	.0021
Madison	24	38	48	110	39,289	.0028
Monroe	188	86	786	1,060	283,212	.0037
Montgomery	37	15	89	141	57,567	.0025
Nassau	29	9	129	167	83,930	.0020
Niagara	46	14	263	323	92,036	.0035
Oneida	108	39	473	620	154,157	.0040
Onondaga	150	66	416	632	200,298	.0032
Ontario	40	20	107	167	52,286	.0032
Orange	91	39	288	418	116,001	.0036
Orleans	9	17	49	75	32,000	.0024
Oswego	54	23	113	190	71,664	.0027
Otsego	39	13	95	147	47,216	.0031
Putnam	11	3	18	32	14,665	.0022
Rensselaer	79	14	213	306	122,276	.0025
Rockland	29	7	74	110	46,873	.0023
St. Lawrence	63	23	72	158	89,005	.0018
Saratoga	40	12	151	203	61,917	.0033
Schenectady	46	12	146	204	88,235	.0023
Schoharie	14	5	83	102	23,855	.0043
Schuyler†	10	0	41	51	14,004	.0036
Seneca	13	12	93	118	26,972	.0044
Steuben	58	4	152	214	83,362	.0026
Suffolk	37	21	45	103	96,138	.0011
Sullivan	28	9	12	49	33,808	.0014
Tioga	30	7	65	102	25,624	.0040
Tompkins	21	11	47	79	33,647	.0024
Ulster	72	15	311	398	91,769	.0044
Warren	25	27	52	104	32,223	.0032
Washington	36	18	97	151	47,778	.0032
Wayne	40	26	45	111	50,179	.0022
Westchester	126	29	1,192	1,347	283,055	.0047
Wyoming	18	15	54	87	31,880	.0021
Yates	25	19	27	71	18,642	.0038
New York city	3,319	442	10,763	14,524	4,755,883	.0030
Total	6,075	1,565	19,698	27,338	9,113,614	.0030

\*County has no almshouse, was not visited.

†County has no almshouse, but was visited.

If to the total of 27,338 mental defectives is added 1,338, the number of epileptics in State Hospitals for the Insane, the total

known feeble-minded and epileptic in the State is 28,676 or .0031 of the general population.

## XXVI

## UNITED STATES CENSUS OF 1890

## 7,337 FEEBLE-MINDED IN NEW YORK STATE

*Incidence per 1,000 of Population in Each County*

Albany .....	1.40	Oneida .....	1.76
Allegany .....	1.99	Onondaga .....	1.68
Broome .....	1.46	Ontario .....	2.13
Cattaraugus .....	1.40	Orange .....	1.28
Cayuga .....	1.45	Orleans .....	1.46
Chautauqua .....	1.54	Oswego .....	2.27
Chemung .....	1.62	Otsego .....	2.77
Chenango .....	1.91	Putnam .....	1.48
Clinton .....	2.33	Queens .....	0.59
Columbia .....	2.21	Rensselaer .....	1.31
Cortland .....	2.48	Richmond .....	1.08
Delaware .....	2.11	Rockland .....	0.91
Dutchess .....	1.55	St. Lawrence .....	2.74
Erie .....	0.95	Saratoga .....	2.10
Essex .....	1.73	Scheneectady .....	1.31
Franklin .....	1.76	Schoharie .....	3.02
Fulton .....	1.65	Schuyler .....	2.39
Genesee .....	1.68	Seneca .....	1.98
Greene .....	2.15	Steuben .....	1.58
Hamilton .....	2.10	Suffolk .....	1.91
Herkimer .....	2.00	Sullivan .....	1.71
Jefferson .....	2.15	Tioga .....	1.74
Kings .....	0.50	Tompkins .....	2.67
Lewis .....	1.95	Ulster .....	1.38
Livingston .....	2.49	Warren .....	2.84
Madison .....	2.55	Washington .....	1.71
Monroe .....	1.10	Wayne .....	1.85
Montgomery .....	1.68	Westchester .....	0.72
New York .....	0.70	Wyoming .....	2.40
Niagara .....	1.52	Yates .....	1.90



These are the best figures on feeble-mindedness in New York State to date, for the 1890 census was the last house to house census made. It may be noted that the United States census takers found only .72 of 1 per thousand of the persons in Westchester county feeble-minded.

## XXVII

## AGE DISTRIBUTION OF ALL KNOWN MENTAL DEFECTIVES EXCEPTING THOSE IN CUSTODY

Age	Number	Age	Number
1.....	65	29.....	124
2.....	124	30.....	291
3.....	152	31.....	67
4.....	168	32.....	147
5.....	222	33.....	122
6.....	358	34.....	96
7.....	477	35.....	317
8.....	680	36.....	103
9.....	814	37.....	99
10.....	994	38.....	164
11.....	887	39.....	86
12.....	1,212	40.....	347
13.....	1,174	41.....	66
14.....	1,336	42.....	111
15.....	1,059	43.....	82
16.....	880	44.....	77
17.....	600	45.....	210
18.....	520	46.....	64
19.....	376	47.....	63
20.....	343	48.....	83
21.....	262	49.....	58
22.....	259	50.....	225
23.....	214	51.....	55
24.....	214	52.....	55
25.....	265	53.....	66
26.....	155	54.....	72
27.....	141	55.....	110
28.....	204	56.....	55



Age	Number	Age	Number
57.....	48	79.....	15
58.....	65	80.....	18
59.....	50	81.....	6
60.....	144	82.....	2
61.....	42	83.....	6
62.....	59	84.....	6
63.....	45	85.....	6
64.....	50	86.....	2
65.....	83	87.....	5
66.....	37	88.....	2
67.....	36	89.....	5
68.....	43	90.....	1
69.....	38	91.....	2
70.....	91	92.....	2
71.....	18	93.....	1
72.....	24	94.....	3
73.....	20	95.....	1
74.....	33	98.....	1
75.....	32	Unknown .....	2,598
76.....	21		
77.....	20	Total .....	21,263
78.....	12		

Grouping these cases under the age groups used in the United States census we have:

## XXVIII

COMPARISON OF AGE GROUP PER CENTS. OF MENTAL DEFECTIVES  
WITH THE GENERAL POPULATION

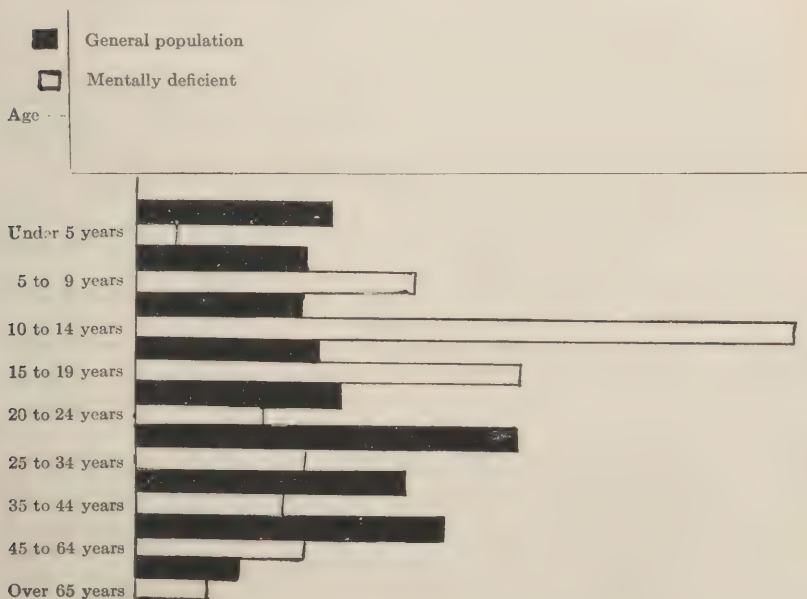
AGE GROUP	Number	Per cent.	Per cent. in general population
Under 5 years.....	509	2.7	9.9
5 to 9 years.....	2,551	13.7	8.8
10 to 14 years.....	5,603	30.0	8.6
15 to 19 years.....	3,435	18.4	9.2
20 to 24 years.....	1,292	6.9	10.3
25 to 34 years.....	1,612	8.6	18.1
35 to 44 years.....	1,452	7.8	14.4
45 to 64 years.....	1,619	8.7	16.0
65 and over.....	592	3.2	4.6
	21,263	100.0	100.0

The following figure shows graphically the difference in size of the several age period groups between the general population which is colored black and the defective population which is colored white.

The number of defectives in the ten to fourteen year group is large because of two reasons: (1) The large registry of defective school children; (2) the failure of persons to recognize as feeble-minded children under ten, and especially under five years of age. In the general population there are, as shown in the diagram, more children under five and from five to nine, than from ten to fourteen years of age, as might naturally be expected.

# XXIX

## COMPARISON OF THE AGE DISTRIBUTION OF THE MENTALLY DEFICIENT WITH THE AGE DISTRIBUTION IN THE GENERAL POPULATION (CENSUS 1910)



ESTIMATED NUMBER OF MENTAL DEFECTIVES NEEDING STATE CARE

Of the 3,388 mental defectives whose mental and physical ages are known, a table of idiots, imbeciles and morons was made theoretically by counting as idiots all those who have a mentality of less than three years and are at the same time more than three years retarded; as imbeciles those with mentalities of from three to seven years inclusive, who are more than three years retarded; and as morons those with mentalities from eight to twelve years, with a retardation of more than three years. Because the Binet tests are somewhat less satisfactory in the upper ages, those with a mentality of twelve or over, whatever their physical age, are for the purpose of this calculation regarded as normal, and not included among the morons. If our object to discover the proportion of idiots, imbeciles and morons in a large group of mental defectives is thus attained, we have

	Per cent
Idiots .....	6
Imbeciles .....	44
Morons .....	50

This theoretical percentage is probably more accurate than the percentage gained from taking all the New York city cases with a positive diagnosis of idiocy, imbecility or moronity, viz:

	Per cent
Idiots .....	22.5
Imbeciles .....	48.9
Morons .....	28.6

for relatively more low-grade cases were presented for diagnosis, and one would expect that in the general population there would be more imbeciles than idiots and more morons than imbeciles. However our percentage was gained by disregarding about one-third of the 3,388 cases which are all reported as feeble-minded, and hence must fall in some category, but probably in the highest, that of moron. Tredgold estimates that idiots and imbeciles form about one-fourth of the defective population. Estimating from 3,388 cases they may represent a third of the 401 defective

population. Certainly not all morons can maintain themselves in the community, for those of eight and nine year mentalities are scarcely able to do so, and the criminalistic are not fit to do so. Hence if permanent custody is considered advisable for idiots, imbeciles and some morons, it may be said roughly that one-half of the cases enumerated in the census need State care, or 10,000 cases in addition to those now under care. To provide for them the State institutions must be trebled in capacity.

Respectfully submitted,

(Signed) GERTRUDE E. HALL, PH.D.,  
*Director, Bureau of Analysis and Investigation.*

*February 1, 1915.*





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REPORT ON THE MENTAL EXAMINATION OF PER-  
SONS IN WESTCHESTER COUNTY

By E. H. MULLAN, M. D.

Passed Assistant Surgeon, U. S. Public Health Service.

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## MENTAL EXAMINATIONS OF PERSONS IN WESTCHESTER COUNTY, N. Y.

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By E. H. MULLAN, M. D.

Passed Assistant Surgeon, U. S. Public Health Service.

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*Commission to Investigate Provision for the Mentally Deficient,  
287 4th Avenue, New York City:*

SIR.— In compliance with directions from the Surgeon General of the Public Health Service and in compliance with your request that I assist in making the Westchester county survey for the purpose of finding out the number of mentally defective persons residing therein, I have the honor to transmit herewith my report which deals with the mental examination of children in a typical school in Yonkers, N. Y., and with the Westchester county inmates of the Catholic Protectory.

Respectfully,

E. H. MULLAN,  
*P. A. Surgeon, P. H. S.*

(a) Public School No. 7, Yonkers, N. Y.

On November 18, 1914, I proceeded to Yonkers, N. Y., and called upon Mr. Charles E. Gorton, Superintendent of Schools.

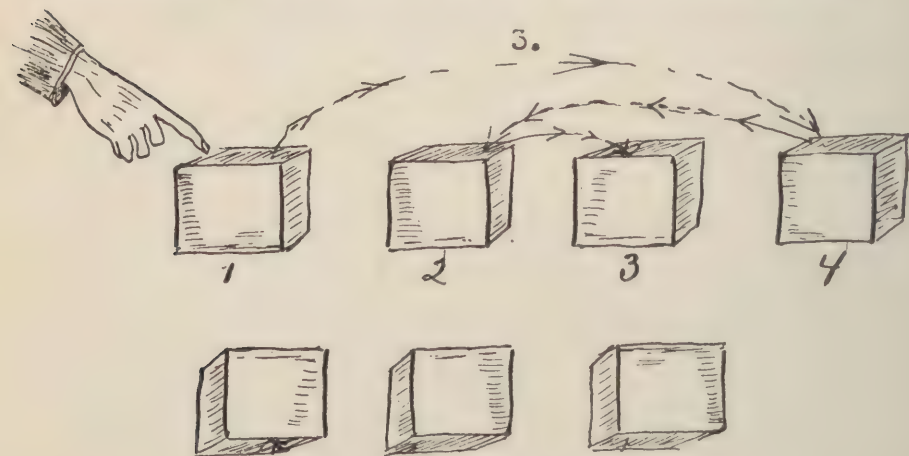
I told him my mission; that I was assisting the Commission to Investigate Provision for the Mentally Deficient in New York State which had been appointed by the Governor, that the Commission had decided to make an intensive investigation as to the number of mentally deficient persons in Westchester county. I explained that a part of my work as outlined in the intensive investigation was to examine into the mental condition of the children in a typical school of Yonkers (estimated at 250 pupils). I requested his permission for the undertaking. This request was willingly granted. At the same time I was informed that 250 pupil schools were not typical, that schools containing that number of pupils were composed of foreigners or of children whose parents

were in good financial circumstances. The registration at typical schools is comparatively large. Such schools are situated in central sections of the city where rents are moderate, where live foreign born and native parents, who follow a variety of occupations and where some of the pupils themselves are foreign born.

School No. 7, corner of Walnut and Garfield streets, with a registration of 1205 scholars was selected as the typical school and the mental examination of its pupils was commenced on November 19th.

The problem which confronted the examiner, was how could 1200 children be mentally examined for the purpose of finding the mentally deficient among them, within a period of seven weeks? Accordingly the method employed, while full of imperfections, was considered the most practical.

It was decided at the start to examine the children by giving questions and tests that were in a general way suitable to their ages



and school grades. It was also decided that the Cube-Test and an arithmetical problem should be included in the examination of every pupil in as far as it was possible.

The Cube-Test devised by Knox of the Public Health Service consists in the examiner touching four different cubes one after another in a definite order, immediately after which the subject strives to imitate the examiner, touching the same cubes and in the same order.

In the diagram four cubes are represented. They are on a table immediately in front of the subject. The movement here depicted shows that the examiner is touching cube 1 with his finger, after which he immediately touches cube 4, then cube 2, and lastly cube 3. The subject then imitates the examiner and touches in quick succession cubes 1, 4, 2, and 3, doing exactly as the examiner did. The examiner then makes a similar movement, again touching all four blocks but in a different order, which in turn is executed by the subject. The following six movements were selected for the Four-Cube test, the numbers indicating the different cubes.

First movement he touches.....	1	4	2	3
Second movement he touches.....	1	3	4	2
Third movement he touches.....	1	3	2	4
Fourth movement he touches.....	4	2	3	1
Fifth movement he touches.....	3	2	4	1
Sixth movement he touches.....	2	4	1	3

The execution of these six movements on the part of the examiner and the repetition of them by the subject ordinarily requires from 40 to 60 seconds. In the Kindergarten three cubes were used instead of four and in the upper five grades a five-cube test was used in addition to the four-cube test.

In performing this test much information in regard to the pupil's mentality can be obtained. His attention during a period of 50 seconds will be noted. His immediate retentiveness of memory, power to resist suggestion, motor control and rapidity of movement can all be observed.

Naturally, one does not expect to see mentally defective children in the advanced grades, and where sifting processes have been employed heretofore, the elementary grades have yielded practically all of the mentally deficient children. With this fact in mind and remembering that the time for work was small, it was decided to give the pupils of the upper four grades a written examination for the purpose of weeding out the mentally deficient children.

The examination of School No. 7 began on November 19th, when two sections of the eight grades were given the written tests.



On November 20th two sections of the 7th, 6th and 5th grades were similarly examined. Twenty minutes were spent in each room, and the examination was conducted in the presence of the principal and teacher.

Each pupil was given a sheet of paper (8 inches long and 6 inches wide) and pencil. He was instructed as to how his paper should be ruled and as to what parts of the sheet should contain his responses. The written examination comprised three tests:

### (1) *Estimating Dots*

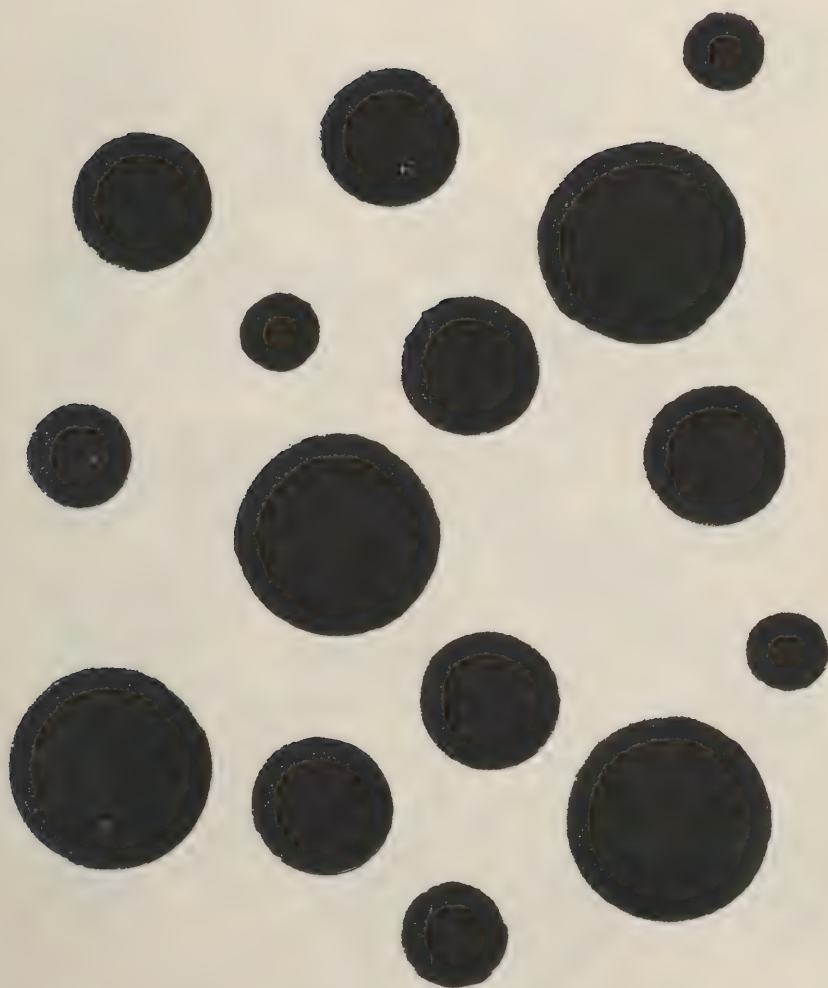
Three cards containing dots were presented. The examiner stood at the front of the class and exposed each card for a period of five seconds. The children were instructed beforehand to look attentively at the dots for the full five seconds, then to ponder and figure mentally as to how many dots they had seen, and then to write down their guess in the upper left hand corner of their examination paper. The first card exposed to the children consisted of fifteen dots of different sizes and irregularly arranged. The second card contained 28 dots, all of the same size and somewhat irregularly arranged, while the third card contained 44 dots of the same size and regularly arranged. In general, for a fair approximation to the actual number of dots, it will require on the part of the child a quiet emotional state, reasoning ability and good vision.

### (2) *Cube-Test*

The Four-Cube test and Five-Cube test were thoroughly explained to the children. The cubes were drawn on the blackboard each one having its designation (number or letter) written under it. (Fig. 2.)

The examiner then executed the Cube-Test by pointing with pointer in right hand to the four cubes on the blackboard one after another in a definite order, while temporarily covering the symbols beneath the cubes with cover manipulated by his left hand. When the last cube was thus touched, the cover hiding the symbols was quickly removed. The pupil immediately executed the same movement by writing on his paper the order in which the different cubes were touched, indicating the cubes by their proper symbols.

This method of covering and uncovering the symbols beneath the



First card, fifteen dots



Second card, twenty-eight dots



Third card, forty-four dots





cubes and having different symbols for every movement was done in order that the pupil should perform the test by the process of visualizing and not by auditory methods.

As the examiner at the blackboard went through the six movements with the four cubes and four movements with the five cubes the pupils did likewise jotting down their observations of each movement one below the other on the left side of their papers.

### (3) *Problem*

The children were then instructed to place their pencils on their desks, to fold their arms and to listen to a problem in arithmetic which they were to solve mentally. The problem was repeated three times slowly, about 30 seconds intervening between each repetition. After propounding the problem for the last time, two to three minutes were allowed for further thinking (with arms still folded). At the end of this period they were instructed to pick up their pencils and quickly jot down their answers in the lower left hand corner of their papers. Different problems were used in the morning and afternoon sessions. One of the problems was as follows:

“ If eggs are selling at 40 cents per dozen and I give you a dollar and tell you to get me one and a half dozen, 3 two-cent stamps and 4 one-cent stamps, how much change will you bring back ? ”

Three hundred and forty-three children in the upper four grades were examined by these written tests. The papers were then carefully examined in detail. Seventy papers out of the 343 were considered unsatisfactory in one way or another. In arriving at the conclusion that a paper was unsatisfactory the following points were considered, incorrect ruling of paper, wrong position of answers on the paper, poor handwriting, untidy in appearance, estimate of dots far from the correct numbers, failing in more than two movements of the Four-Cube test and incorrect answer to problem.

Date	15	A. D. B. C.	Four-cube test
	28	1 3 4 2	
	44	M. O. N. P.	
Problem		U. S. t. R.	Five-cube test
		8. 7. 9. 6.	
		8. 6. 9. 7.	
	30c.	A. X. Y. B. C.	
		b. d. a. c. e.	
		q m o p n	
		7 6 8 5 4	
			1

14	A D B C	
	42	
	76	
	m o n P	
	u s t. R.	
	8 7 9 6	
30c	8 6 9 7	
	A X Y C B	
	b. d. a. c. e.	
	q m o p n	
	6 7 8 5 4	
		2

15	A C D B	
17	1 3 2 4	
30	M O N P	
	U. S T R	
	8 7 9 6	
	8 6 9 7	
\$.43	A X Y C B	
	B D E C A	
	q M O P N	
	7 6 8 5 4	
		3

16	A C D B	
35	1 3 4 2	
50	M O N P	
	U S T R	
	8 7 9 6	
	8 6 9 7	
15	a y c X B	
	a c d e b	
	q n o p m	
	8 6 7 5 4	
		4

This diagram represents a perfect paper, showing what was required and three exact copies of examination papers containing the responses to the written tests.

Paper 1 ideal paper, perfect, drawn by author.

Paper 2 graded satisfactory.

Paper 3 graded unsatisfactory, pupil re-examined and found to be normal.

Paper 4 graded unsatisfactory, pupil re-examined and found to be feeble-minded.

The 70 children in the four upper grades having the unsatisfactory papers were called out from their respective class rooms one at a time and given a brief oral examination. By this means many of the failures in the written tests were found to be due to accidental causes and physical conditions especially defective vision. Sixty-seven of these pupils turned out to be normal and two pupils after a searching examination were diagnosed feeble-minded and one epileptic (suspicious). Copies of three examination papers will be included in this report.

On November 25th examination of the upper four classes was completed. On December 3rd the examination of the elementary classes was begun, starting with the fourth grade and proceeding regularly downward through the Kindergarten. These children were called out of their class rooms one at a time in the upper three grades, three at a time in the first grade and eight at a time in the Kindergarten and all were given an individual examination. The time consumed in an individual examination was largest in the fourth grade where eight to ten minutes were spent with each pupil. The examination period for a pupil gradually diminished through the lower grades until the Kindergarten was reached when not more than thirty seconds was consumed in an individual case.

The Four-Cube test and problem were given to all except the Kindergarten. In this class the child was carefully observed while the Three-Cube test was applied.

The tests given to the children of the various lower classes were, as follows:

#### *Fourth Grade*

Four-Cube test. Five-Cube test. Repetition of figures. Counting backward by 2's from thirty to two. Months of the year forward and backward. Spelling a word backward (beautiful

lufituaeb). Problem, such as: "If you have 20 cents and you purchase 3 two-cent stamps and 3 one-cent stamps, how much money will you have left?" These problems were varied from child to child, they were all of the same kind, involving the same fundamental operations. They were as follows:

$$\begin{aligned} &20 - (3.2 + 3.1) \\ \text{or } &20 - (4.2 + 4.1) \\ \text{or } &20 - (5.2 + 5.1) \\ \text{or } &20 - (2.2 + 2.1), \text{ etc.} \end{aligned}$$

### *Third Grade*

Four-Cube test. Repetition of figures. Counting backward (20 to 1). Problem:  $20 - (3.2 + 3.1)$ .

### *Second Grade*

Four-Cube test. Counting backward or days of the week backward or repetition of figures (3 class sections). Problem: "If you have 10 cents and spend 2 cents for cake and 5 cents for candy, how much will you have left?" These problems were likewise varied from child to child but always contained the same base number 10 and involved the same operations of addition and subtraction. These problems may be thus represented:

$$\begin{aligned} &10 - (2 + 5) \\ \text{or } &10 - (3 + 4) \\ \text{or } &10 - (1 + 5), \text{ etc.} \end{aligned}$$

### *Advanced First Grade*

Four-Cube test. Problem: "If you have 6 cents and spent 3 cents for cake and 1 cent for candy, how much will you have left?" The similar problems containing the base number 6 given to children of this grade may be thus represented:

$$\begin{aligned} &6 - (3 + 1) \\ \text{or } &6 - (4 + 1) \\ \text{or } &6 - (2 + 2), \text{ etc.} \end{aligned}$$

### *Elementary First Grade*

Four-Cube test. Problem: "I have five fingers (the examiner holding up his left hand and showing the five fingers) and if I take a knife and cut off these two fingers, how many fingers will

be left on that hand!" These elementary as well as concrete problems likewise varied from child to child and may be thus represented:

$$\begin{aligned} &5 - 2 \\ \text{or } &5 - 1 \\ \text{or } &5 - 3, \text{ etc.} \end{aligned}$$

### *Kindergarten*

Three-Cube test:

1	2	3
---	---	---

the movements being 1.3.2.

3.1.2.

2.3.1.

2.1.3.

In giving these tests no attempt was made to give a test that would accurately fit a certain age. For many reasons, such an attempt would undoubtedly result in failure and would not particularly assist in selecting the mentally deficient. These tests were designed only in a general way to fit the ages and grades of those with whom they were used. They were designed simply to put the child's mentation on parade so to speak. For instance in doing the cube-test which was the first test given, the child was carefully observed. His general get-up, facial expression, amount of self-reliance, power of comprehension, manner of performing test, muscular control, rapidity of movement, attention over a period of forty-five seconds, emotional state as well as accuracy of performance, were all taken in.

The other tests brought out, among many functions, his controlled associative power, immediate retention and reasoning ability.

During this brief examination or sizing up of the child, if symptoms suggesting mental deficiency arose, the case was gone into more thoroughly and an appropriate notation opposite the child's name in the examination record was made.



After the examination of the pupils in each grade section, the teacher was consulted in regard to the children who had exhibited symptoms of mental disease or mental deficiency.

Progress in class work, conduct, and peculiarities of the suspect were inquired into. In some cases additional evidence (positive or negative) was thus gained, all of which was noted opposite the suspect's name in the examination record.

The elementary first grade and Kindergarten children were so young (4 and 5 years old) that it was impossible in many cases, in the presence of one strange to them, to fix their attention sufficiently long for the performance of any test. The examination of the Kindergarten children was so unsatisfactory that none was marked suspicious. At the age of four, except in obvious cases, it is almost impossible in a brief examination to learn the true condition of the child's mind. Many of these children who are perfectly normal remain mute in the presence of a strange examiner. Others who attempt to co-operate in the performance of the test do not get very far owing to the extreme mobility of their attention. It is interesting to note that during the course of the examination several children were met with who exhibited symptoms of psychoses.

When 1136 pupils had been briefly examined as above described, those who had shown symptoms of mental deficiency during the examination were recalled one by one for a thorough examination. This second examination was searching and the symptoms and signs were considered from many points of view. Some of these particular cases were examined three times and one child was examined four times (for a total period of three hours) before a diagnosis was ventured.

The following is the result of the examination:

Feeble-minded .....	9
Suspicious of mental deficiency.....	11
Suspicious epileptics .....	2

In this school the proportion of feeble-minded children to the total number examined was almost 8 to 1,000.

The proportion of feeble-minded children plus the suspicious cases to the total number of children examined was 18 to 1,000.

The number of feeble-minded children plus the suspicious cases plus the epileptics was 19 to 1,000.

It is certain that some of the suspicious cases at a later time will turn out to be positive cases of mental deficiency and it is probable that others will in time surprise their teachers and classmates by an awakening and a sudden bracing up in intellectual power. It will require a year or perhaps two years in some of these suspicious cases in order to arrive at a correct diagnosis. In the meantime physical examination, medical treatment if necessary, special effort at instruction and close observations on the part of the teacher and physician will assist in arriving at a proper diagnosis.

It will be noted that all the nine cases of feeble-mindedness were born in the United States, that the paternal parent in five cases was American born, and in four cases foreign born. A table is given below showing the number of children examined by each class section. A list of the names, together with other data of the feeble-minded cases, is given.

The school authorities of Yonkers, in giving the names, addresses and other data in these feeble-minded cases, respectfully requested that such names should not be published.

Thanks are hereby extended to Mr. Charles E. Gorton, Superintendent of Schools in Yonkers; Mr. Lamont F. Hodge, Assistant Superintendent; Mr. Frank L. Baker, Principal of School No. 7, and the teachers of Public School No. 7 for their co-operation in the mental examination above described.

FEEBLE-MINDED

GRADE	Case No.	Sex	Date of birth	Place of birth	Father's occupation	Nativity
7th C.....	1	Female..	Sept. 13, 1900	United States	Butcher.....	Germany
5th B.....	2	Female..	Sept. 23, 1898	United States	Engineer.....	United States
3d A.....	3	Female..	Oct. 17, 1902	United States	Machinist.....	United States
3d C.....	4	Male....	June 20, 1902	United States	Molder.....	France
2d A.....	5	Female..	Sept. 14, 1903	United States	Butcher.....	Austria
2d C.....	6	Female..	Dec. 19, 1906	United States	Policeman.....	United States
2d C.....	7	Male....	Oct. 22, 1905	United States	Carpenter.....	United States
2d C.....	8	Male....	Jan. 16, 1903	United States	Weaver.....	United States
Advanced 1st A...	9	Male....	Mar. 24, 1905	United States	Janitor of school	Poland

## EPILEPTICS (Suspicious)

5th B.....	10	Male....	Mar. 22, 1900	United States	Driver.....	United States
4th C.....	11	Male....	May 3, 1903	United States	Machinist.....	United States

NUMBER OF CHILDREN MENTALLY EXAMINED IN PUBLIC SCHOOL  
No. 7, YONKERS, N. Y.

*Written Examination*

	Children	
Eighth, seventh, sixth and fifth grades. . . . .	343	343

*Orally Examined*

Fourth Grade A. . . . .	49	
Fourth Grade B. . . . .	49	
Fourth Grade C. . . . .	40	
Third Grade A. . . . .	49	
Third Grade B. . . . .	49	
Third Grade C. . . . .	49	
Second Grade A. . . . .	45	
Second Grade B. . . . .	47	
Second Grade C. . . . .	39	
Advanced First Grade A. . . . .	51	
Advanced First Grade B. . . . .	48	
Advanced First Grade C. . . . .	45	
Elementary First Grade A. . . . .	47	
Elementary First Grade B. . . . .	43	
Elementary First Grade C. . . . .	46	
Kindergarten A. M. . . . .	52	
Kindergarten P. M. . . . .	45	
	<hr/>	793

Total number of children examined. . . . .	1,136
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Weekly report of enrollment for three successive weeks in December and January, 1,132, 1,107, 1,141.

Full registration, 1,205.

(B) CATHOLIC PROTECTORY

During the Xmas holidays 176 boys and girls, residents of Westchester County, confined in the Catholic Protectory, were mentally examined.

Each child received a brief examination, the cube-test and other questions similar to those employed in the Yonkers' school were used. During the examination, if symptoms indicative of

mental deficiency, such as inattention, perplexity, retardation, emotionalism, mannerism, stigmata or other peculiarities were observed or should responses to questions be inaccurate a thorough examination was instituted. This examination resulted in finding five feeble-minded children and one suspicious case, all residents of Westchester County. The data in regard to these cases and the total number examined are shown in the subjoined table.

The authorities of the Catholic Protectory, both Sisters and Brothers, did all in their power to make the examination successful and thanks is hereby extended to them.

#### CATHOLIC PROTECTORY

##### *Boys Department*

Senior boys from Westchester county examined.....	40
Junior boys from Westchester county examined.....	41

##### *Girls Department*

Girls from Westchester county examined.....	61
Little boys from Westchester county examined.....	34

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Total examined .....	176
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Five were definitely diagnosed as mentally defective, and one was of suspiciously low mentality.





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DIRECTORY OF STATE AND OTHER INSTITUTIONS  
IN THE UNITED STATES FOR THE CARE  
OF THE MENTALLY DEFICIENT

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Compiled by STELLA EMILY PACKARD

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# DIRECTORY OF INSTITUTIONS CARING FOR THE FEEBLE-MINDED AND EPILEPTIC IN THE UNITED STATES

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Prepared and Compiled by STELLA EMILY PACKARD

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## Alabama

The State of Alabama has made no special provision for the feeble-minded nor for epileptics. Some of them are cared for in the two State Insane Asylums, at Tuscaloosa and Mt. Vernon. During the year ending September 30, 1913, there were admitted into these two institutions, 50 cases of epilepsy, 1 idiot, 33 imbeciles and 68 feeble-minded. In 1907 the Legislature passed an act to establish an epileptic colony, but no appropriation was made.

## Arizona

Arizona has no special institution for the feeble-minded nor for epileptics. They are committed partly to the State Asylum for the Insane at Phoenix, partly to the State Industrial School at Fort Grant, and some of them are cared for at the county poor farms.

## Arkansas

Arkansas has made no provision for the treatment of the mentally deficient. Epileptics are cared for at the State Hospital for Nervous Diseases at Little Rock.

## California

### *Sonoma State Home, Eldridge, Cal.*

Located at Eldridge, Sonoma county, forty miles north of San Francisco, on the Northwestern Pacific Railroad.

The site comprises about 1700 acres

Opened in 1885.

Superintendent, Wm. J. G. Dawson, M. D.

Under the supervision of the State Board of Control and the State Commission in Lunacy.

Capacity 1,098. Actual number present, December 31, 1914, 1,101. Of these 292 were epileptics. There was also a long waiting list of applicants for whom there was no room. The patients generally remain in the Home during their lifetime.

The school work consists of the usual grade work, kindergarten, sloyd, physical culture and music. One teacher has charge of each department. The patients also work out of doors on the farm and in the garden.

#### ADMISSION AND DISCHARGE

The law provides that "whenever any parent, guardian, or other person charged with the support of an imbecile or feeble-minded person, or idiot, or epileptic who is not insane, desires him to be admitted into the Home for the Feeble-Minded, he may petition the superior court of the county in which he resides, for an order admitting such person to such hospital." If, on inquiry, the judge finds the applicant to be an imbecile, feeble-minded person, idiot, or epileptic, and to have been a resident of the State for one year preceding the application, he must make an order for his admission to such hospital, said admission to be subject to the judgment of the management of the hospital or the State Lunacy Commission. The law also states that "the board of managers, when the accommodations of the Home for Feeble-Minded permit, if such action does not conflict with the interests or welfare of committed cases or applicants awaiting admission, may admit, for any stated period of time, without judicial commitment, such persons as are . . . eligible for admission, upon such terms of special payment, gift, bequest, donation, legacy, transfer of real or personal property, or other lawful procedure, as may appear to them to be to the best interests of the State, and may further secure to the said home, for the time such persons so admitted are inmates of the home, such revenue or compensation as fully covers the actual cost of the home for all care, treatment, education and support therein involved."

The California State Commission in Lunacy proposes to make one or two amendments to the present law. One amendment will make it possible for a peace officer to commence proceedings for the commitment of a defective child. At present California is one of

three states retaining the old law that only parents or guardians, or persons responsible for the support of a feeble-minded child, may apply for commitment to an institution for defectives. The other proposed amendment will limit the age of commitment. At the present time, the Commission reports, persons who become demented from organic troubles or in some cases from age, are occasionally committed to the Home. As a result, there are a number of aged people in the Home who are not properly feeble-minded in the full acceptance of the word, and who take up the room of children who need admission.

There is at present considerable agitation in California in regard to the care of the mentally defective. A careful survey of one small section was made, and upon the results of this survey, it has been estimated that there are 9,500 feeble-minded persons in the State. In November, 1914, there were 1,387 in institutions for the defective; 400 in county hospitals, where no special training or care could be provided for them; leaving approximately 7,700 at large with no special provision made for them.

There is a movement on foot in California to establish a Moron Colony for girls at the Sonoma State Home. The plan is to erect a number of small cottages to be under the charge of a house-keeper and teacher.

#### BIRD HAVEN, SAN JOSE

Located at San José, Santa Clara county, about forty miles southeast of San Francisco, on the Southern Pacific Railroad.

A private institution for the care of mental defectives.

#### OSBORNE HALL, SANTA CLARA, CAL.

Located in the town of Santa Clara, Santa Clara county, four miles northwest of San José, on the Southern Pacific Railroad.

Also a private institution for the care of mental defectives.

#### *Epileptics*

There is at present no separate institution in California for the care of epileptics. They are admitted to the Sonoma State Home, but the superintendent believes they should be segregated from the feeble-minded and placed in a Colony by themselves.



### Colorado

#### COLORADO STATE HOME AND TRAINING SCHOOL FOR MENTAL DEFECTIVES

Located at Ridge, Jefferson county, on the Colorado and Southern Railroad, seven miles northwest of Denver. The post-office is in the town of Arvada.

The site comprises 310 acres.

Opened July 1, 1912.

Superintendent, A. P. Busey, M. D.

Under the supervision of a local board of three commissioners and the State Board of Charities and Corrections.

Capacity, 100. Actual number present January 1, 1915, 80. Of these 18 were epileptics.

The institution offers a home to mental defectives who cannot well be cared for in their own homes, and also provides a training school for those capable of receiving instruction.

#### ADMISSION AND DISCHARGE

The law establishing the home states that "there shall be admitted to the State Home and Training School feeble-minded persons, incapable of receiving instruction in the public schools, also epileptics, and feeble-minded adults unable to care for themselves or their property; providing that the applicant, or his legal guardian, shall be a *bona fide* resident of Colorado." Feeble-minded persons from other States and Territories may also be admitted, after all Colorado applicants are cared for, provided they are not afflicted with any contagious disease and pay their entire expense. County courts have authority to commit, after trial by jury, as provided by law for the insane. There is no statute regarding discharge of patients, but they are sometimes released by order of court. The discharging of patients, however, is generally optional with the Board of Commissioners.

#### EPILEPTICS

There is no separate institution in Colorado for the care of epileptics, but they are admitted to the Colorado State Home and Training School for Mental Defectives.



Sonoma State Home, California.



State Home and Training School for Mental Defectives, Ridge, Colorado.



Superintendent's Home and Administration Building, Connecticut Colony for Epileptics, Mansfield Depot, Connecticut.



## Connecticut

## CONNECTICUT SCHOOL FOR IMBECILES

Located at Lakeville, Litchfield county, on the Central New England Railroad, in the northwestern corner of the State.

The site comprises six acres.

Founded in 1858, as a private institution and only taken over by the State the 1st of August, 1913.

Superintendent, Charles T. La Moure, M. D.

Under the supervision of the State Board of Charities.

Capacity, 300. Actual number present, January 12, 1915, 274. Thirty-four of these were epileptics.

The superintendent reports that the present buildings are congested and hard to administer, and that they have so little land that they have not room for even proper playgrounds. It is planned to ask the present Legislature for an appropriation for a new site so that the patients can be treated along more modern lines and so to have room enough for all of the feeble-minded in the State. There is some thought also of changing the name to The Connecticut Training School.

## ADMISSION AND DISCHARGE

The laws states that "whenever any pauper or indigent imbecile person is found in the State who would be benefited by the school for imbeciles at Lakeville, the selectmen of such town are to make application to Court of Probate for the admission of such person and if, upon inquiry, the court finds him to be a proper subject, it shall order the selectmen to take him to said school, to be kept and supported for such length of time as the court may deem proper." The order of the court must also be approved by the Governor.

Patients may be released by order of court.

## CONNECTICUT COLONY FOR EPILEPTICS

Located at Mansfield Depot, Tolland county, on the Central Vermont Railroad, in the northeastern part of the State.

The site comprises 500 acres.

Opened May 15, 1914.

Superintendent, Donald L. Ross, M. D.

Under the supervision of the State Board of Charities.

Capacity, 80. Actual number present, September 30, 1914, 65.

## ADMISSION AND DISCHARGE

The trustees have the authority to admit patients under special agreement, provided that preference be given to hopeful cases and that no hopelessly or violently insane person be admitted. The law provides that whenever there is found in the State any pauper or indigent epileptic who may be benefited by this institution, such proceedings may be had for his commitment thereto as are now provided by law for the commitment of insane paupers and indigent persons. The commitment is by Probate Court. No patient may be discharged until, in the judgment of the superintendent, his mental and physical condition justify it.

## Delaware

The State of Delaware has no special institution for the care of mental defectives, nor for epileptics. The state law provides that the associate judges of the Superior Court shall be trustees for the indigent imbecile children of the state, and provides that application may be made to them for the admission of such children into the Pennsylvania Training School for Feeble-Minded Children. The judge must require a statement of each applicant's condition and circumstances to be forwarded to the superintendent of the Pennsylvania school, upon whose certificate approving the applicant as one who may be benefited by admission to the school, the judge shall recommend the applicant to the Governor, who shall cause the applicant to be admitted upon his warrant to the superintendent, provided that not more than three imbecile children of each county shall be in the school at the same time, and that not more than \$1,600 shall be paid to the state in any one year. Whenever the superintendent of the Pennsylvania school reports that any pupil admitted under these provisions has received all the benefit that can be derived from the training in the school, the associate judge of the county to which the pupil is accredited shall notify the superintendent to discharge the pupil.

Epileptics are received at the Delaware State Hospital for the Insane, at Farnhurst, under the same provisions of the law as govern the insane.

In 1911 and 1912 a census of the feeble-minded was made by the Delaware Commission for the Blind. 369 feeble-minded per-



sons were found in the state, 18 of whom were infants, 207 of school age, 109 of working age, and 35 aged. Only 14 of these were cared for in an institution for the feeble-minded. Many were in the almshouses, one hundred in the insane hospital, and the rest at large in the community, most of them partially or wholly supported by charity. The Commission recommended to the Legislature measures for the relief of the feeble-minded in the state, but the bill was lost through a conflict of interests. They hoped, however, to introduce a bill into the Legislature of 1915 to establish a Commission for the care of mental defectives, and possibly to open an institution. The Delaware State Federation of Women's Clubs have been actively engaged in the propaganda for proper provision by the state for this class of unfortunates.

### District of Columbia

There is no special institution in the District of Columbia for the care of mental defectives, nor for epileptics. The feeble-minded are provided for in institutions in Virginia, Pennsylvania and New Jersey, under contract with the Board of Children's Guardians. Technically they are cared for as dependent children and are not committed as mentally deficient. There is no definite provision for epileptics as such. Frequently an epileptic is sent to the Government Hospital for the Insane, in the city of Washington, but he is sent as an insane person, the hospital only having authority to receive patients from the District who have been legally pronounced insane. The superintendent reports that in the course of years a considerable number of epileptics have, as a matter of fact, accumulated, all of them, however, being profoundly defective, mostly severe grades of imbecility or idiocy or deep dementia. The superintendent also reports that most of the feeble-minded and defective who are received at the hospital belong to this class, although occasionally high grade imbeciles and morons are committed.

There is at present considerable agitation for the enactment of laws relative to the training and care of the mentally deficient in the District of Columbia.

### Florida

The State of Florida has no special institution for the care of epileptics or feeble-minded. Some of them are sent to the Florida Hospital for the Insane, at Chattahoochee. No special treatment, other than custodial care, is provided for them at this hospital. The law states that indigent feeble-minded and epileptic patients may be received at the Florida Hospital for the Insane, provided they are in need of mechanical restraint, otherwise they are supported by the county where they reside, on the pauper list.

### Georgia

Georgia has a State Sanitarium for Insane Epileptics at Milledgeville, but there is no separate institution for non-insane epileptics nor for mental defectives. The law states that persons may become inmates of the Georgia State Sanitarium who are either lunatics, idiots, epileptics or demented inebriates, provided they are citizens of the State of Georgia. The superintendent may refuse to receive harmless idiots, as long as there are recent and dangerous cases unprovided for.

### Idaho

Idaho has at present no separate institution for the care of the epileptic nor for mental defectives. Some of them are admitted to the Idaho Insane Asylum, at Blackfoot, and to the Northern Idaho Insane Asylum, at Orofino. An institution for the feeble-minded and epileptic is being built, however, by the State of Idaho, at Nampa. It is not expected that this will be in a condition to receive patients for a year or more.

### Illinois

#### LINCOLN STATE SCHOOL AND COLONY

A public institution for the care of the feeble-minded and epileptic.

Located at Lincoln, Logan county, in the central part of Illinois, twenty-five miles northeast of Springfield.

The site comprises 470 acres.

The institution was opened in 1865 at Jacksonville, Illinois, and known as the Illinois Asylum for Feeble-Minded Children.



Beverley Farm Home and School for Nervous and Backward Children, Godfrey, Ill.





Main Building, Lincoln State School and Colony, Lincoln, Illinois.



Indiana School for Feeble-Minded Youth, Fort Wayne, Indiana.



Iowa Institution for Feeble Minded Children, Glenwood, Iowa.



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In 1877 it was moved to Lincoln, and the name was changed to the Lincoln State School and Colony.

Superintendent, Thomas H. Leonard, M. D.

Under the supervision of the Board of Administration of the Illinois State Charities Commission.

Capacity, 1,700. Actual number present December 17, 1914, 1,598. Out of this number 345 were classified as idiots, 719 as imbeciles, 384 as feeble-minded, and 150 as moral imbeciles. Of the total number, 241 were epileptics.

The object of the institution, as described by the State laws, is to promote the intellectual, moral and physical culture of the inmates, and to fit them, as far as possible, for earning their own livelihood and for future usefulness in society. The school consists of kindergarten and primary classes, and departments of basketry, fancy work, art, weaving, manual training, music and physical training.

#### ADMISSION AND DISCHARGE

Admission is free to all residents of the State. Non-residents may be admitted by paying a fair rate of tuition. The law does not provide for court commitments, but admission is under the control and direction of the Board of Administration of the State Charities Commission. The Board is empowered and required to cause the removal of feeble-minded women and children from the county almshouses to this institution.

#### BEVERLY FARM HOME AND SCHOOL FOR NERVOUS AND BACKWARD CHILDREN

Located at Godfrey, Madison county, in the southwestern part of the State, twenty-two miles from St. Louis.

The site consists of 180 acres.

The school was opened in 1897.

Superintendent, W. H. C. Smith, M. D.

This is a private institution, built on the cottage or colony plan, with a capacity of 70. On December 10, 1914, there were 60 pupils in the school. Six of these were epileptics. There is a kindergarten, and all the common school courses are given, the children being under constant supervision at school, work and play.

## EPILEPTICS

Epileptics are cared for at the Lincoln State School and Colony.

## Indiana

## INDIANA SCHOOL FOR FEEBLE-MINDED YOUTH

Located at Fort Wayne, Allen county, in the northeastern part of Indiana.

The site comprises 564 acres.

"The Asylum for Feeble-Minded Children" was opened November 1, 1879, as an adjunct to the Soldiers' and Sailors' Orphans' Home at Knightstown, Indiana. In 1887 an act was passed by the Legislature establishing the Indiana School for Feeble-Minded Youth at Fort Wayne. While this school was in process of construction, from May 7, 1887, to July 8, 1890, the children were temporarily cared for in certain buildings at the Eastern Hospital for the Insane at Richmond. The school at Fort Wayne was finally opened July 8, 1890.

Superintendent, George S. Bliss, M. D.

Under the supervision of the State Board of Charities.

Capacity, 1,300. Actual number present, September 30, 1914, 1,286. Of these 247 were epileptics.

The educational courses consist of regular school work and industrial training. The various kinds of work engaged in by the patients include farming, stock raising, dairying, gardening, tailoring, shoemaking, carpentry, repairing, upholstery, painting, basketry, plain and fancy sewing, mattress making, weaving, knitting, crocheting, laundering and baking.

Since 1912 the Board of Trustees of the school have been recommending the establishment of another and separate institution for the care of feeble-minded adult women only. On September 30, 1913, the board reported that there were 235 of that class occupying two cottages at the School for Feeble-Minded Youth and that there were as many more detained in county infirmaries and jails of the State. It was felt by the Board of Trustees that a new institution starting with a capacity for 500 women would not be too large to begin with.

## ADMISSION AND DISCHARGE

Feeble-minded and idiotic children between the ages of six and sixteen are received on voluntary application of parents or guardians. Feeble-minded women from sixteen to forty-five years of age, "who are not pregnant or helpless, and who are not afflicted with any contagious or communicable disease" are received, if there is room, when committed by the circuit court. For the commitment of adult females, any person may file a petition with the clerk of the circuit court. The State bears all maintenance expense, except of inmates who have sufficient estate of their own or whose parents or guardians are able to pay, in which event the board of trustees may require them to pay for or contribute to their support. Any pupil may be discharged or returned to his or her parents or guardian when in the judgment of the trustees, it will not be beneficial to the pupil, or will not be for the best interests of the school to retain the pupil longer.

## EPILEPTICS

## INDIANA VILLAGE FOR EPILEPTICS

Located two miles north of Newcastle, Henry county, forty-five miles northeast of Indianapolis.

The site comprises 1,246 acres.

Opened September 16, 1907.

Superintendent, W. C. Van Nuys, M. D.

Under the supervision of the State Board of Charities.

Capacity, 226. Actual number present, September 30, 1914, 226. All of these were men or boys.

The Village is intended especially for young, able-bodied persons whose epilepsy is of the mild type, and who can profit by outdoor life and engage in rural pursuits. The purpose of the institution is "the scientific treatment, education, employment and custody of epileptics."

## ADMISSION AND DISCHARGE

The law provides that this village shall receive its patients "first, from the poor asylums, jails, orphans' homes or other county institutions; then from dependent or other indigent classes elsewhere in the state, outside of institutions, and third, from

state hospitals, or institutions, upon the recommendation of the superintendents of such institutions: Provided, That no hopelessly or violently insane person shall be transferred to the Indiana Village for Epileptics. Hopeful cases shall, in all instances, have the preference in all admissions." All epileptics having a legal settlement in the State are admissible, on commitment by the circuit court. The petition for commitment must be filed by a reputable citizen of the county, and a medical examination must be conducted by two physicians appointed by the court. After commitment by the judge, the admission of a patient is subject to the superintendent of the village. If not otherwise provided, clothing is furnished patients at county expense. Except for the clothing account, the institution is maintained by the State. No person may be discharged from the village until, in the judgment of the superintendent, his mental and physical condition justify it.

### Iowa

#### IOWA INSTITUTION FOR FEEBLE-MINDED CHILDREN

Located at Glenwood, Mills county, on the Chicago, Burlington and Quincy Railroad, eighteen miles south of Council Bluffs.

The site comprises 1,015 acres.

Opened September 1, 1876.

Superintendent, George Mogridge, M. D.

Under the supervision of the Board of Control of State Institutions.

Capacity, 1,400. Actual number present, June 30, 1914, 1,409. Out of this number 297 were epileptics.

The school work at the institution consists of literary courses, and manual and industrial training. Besides this the patients are engaged in general domestic work, needle work, painting, lace and rug making, farming, gardening, dairying, shoemaking, brick-making, etc.

#### ADMISSION AND DISCHARGE

Persons between the ages of five and twenty-one years, unable by reason of deficient intellect to secure education in the common schools, as well as feeble-minded women who are under forty-six years of age and residents of the state, and feeble-minded men under forty-six years of age, are eligible for admission.



Any inmate may be returned to parents or guardian at any time by order of the board.

Children brought before a judge of the district court, who are found to be feeble-minded, may be committed to this institution, but cannot be detained beyond their minority. This lack of custodial power is felt to be a serious defect in the Iowa law. The Board of Control reports that a considerable number of the girls who are released from the institution become associated with irresponsible men and give birth to feeble-minded children who later become charges upon the state. The superintendent of the Glenwood Institution also feels that the separation of the purely feeble-minded and the defective delinquent and special provision for the latter class are to be desired.

#### POWELL SCHOOL FOR BACKWARD AND NERVOUS CHILDREN

Located on "Oak Hill," a mile south of Red Oak, Montgomery county, in the southwestern part of the state.

The site comprises thirty-five acres.

Opened in the fall of 1903.

Superintendent, Velura E. Powell, M. D.

A private school for the education and training of backward and mentally defective children.

Capacity, 40. Actual number present in January, 1915, 35. Only the backward and moron type are received, "the lower classes, epileptics, and vicious being excluded." The superintendent reports that some of the backward children have been able to return to public school work after receiving two or three years of special work and training. The school receives pupils from all sections of the country. There is a kindergarten and a primary department, besides the higher grades of school work, and physical culture and manual training, and sewing for the girls.

#### MERCY HOSPITAL

Located at Davenport, Scott county, on the Mississippi river in the southeastern part of the state.

A private institution which cares for some mental defectives, among other patients.

## EPILEPTICS

Iowa has no adequate provision for the care of epileptics. They are kept in four state hospitals for the insane and in the home for feeble-minded children. On June 30, 1912, there were 556 epileptics in these four institutions and it was estimated that there were 3,000 or more in the State outside. A bill was introduced into the Legislature in 1911 providing for the establishment of a colony for epileptics. The bill passed the House, but failed in the Senate, owing to lack of funds. It is felt that there is great need for such a colony in Iowa, in order to relieve the insane asylums of these patients, who are not their proper charges, and to give more room for feeble-minded children in the institution at Glenwood, which is overcrowded. Many children who properly belong at Glenwood, are now kept in the two industrial schools, at Mitchellville and Eldora.

## Kansas

## STATE HOME FOR FEEBLE-MINDED

Located at Winfield, Cowley county, thirty-six miles southeast of Wichita.

The site includes 430 acres.

Established in 1881.

Dr. F. C. Cave was appointed Superintendent in 1912.

Under supervision of the Board of Control of State Charitable Institutions.

With a capacity of 450 in the institution, there were 530 present on December 20, 1914.

The Superintendent reports that in their over-crowded condition they cannot be as exact as they would like about placing the children in their proper groups. The industries engaged in by the boys are farm and garden work, work in the laundry, engine room, bakery, etc. The girls are trained in sewing, kitchen work, laundry work and various other household pursuits.

## ADMISSION AND DISCHARGE

Idiotic and imbecile children not over 15, incapable of receiving instruction in the public schools, and who have been residents of the state for six months, are eligible for admission. Older per-



Powell School, Oak Hill, Red Oak, Iowa.



State Home for Feeble-Minded, Winfield, Kansas.



Administration Building, State Hospital for Epileptics, Parsons, Kansas



sons may be admitted at the discretion of the Board of Control, and non-residents upon payment of tuition. The superintendent has the power to restrain, parole or discharge inmates. Application for discharge may also be made by any inmate or relative to the probate court of Cowley county which has power to discharge or detain as it finds to the best interests of the inmate.

#### EPILEPTICS

##### STATE HOSPITAL FOR EPILEPTICS

Located at Parsons, Labette county, in the southwestern part of the state.

The site consists of 640 acres.

Established in 1903.

Dr. M. L. Perry, Superintendent.

Under supervision of the Board of Control of State Charitable Institutions.

The institution is nearly filled, 515 being reported present with a capacity of 517.

A school is conducted for the younger patients. A large variety of hand work, both outdoor and indoor, is furnished.

#### ADMISSION AND DISCHARGE

Any resident of the state, sane or insane, who is suffering from epilepsy, may be admitted, except low grade imbeciles and idiots. Custodial cases are not received. Non-residents may be received by special arrangements with the board. Sane epileptics are admitted on voluntary commitment, upon their own application if they are of legal age, or upon the application of a parent or guardian in case of minors. Insane epileptics are committed by the probate court, using the same form of commitment as for the other insane to the other hospitals. All applications for admission of indigent patients must be made through the probate judge of the county where the patient is a resident. For the admission of private patients a bond is required similar to that required for the admission of private patients to the state hospitals for the insane. Authority to discharge or parole patients rests with the superintendent, subject to the supervision of the board of control.



### Kentucky

#### KENTUCKY INSTITUTION FOR FEEBLE-MINDED CHILDREN

Located at Frankfort, Franklin county, fifty miles east of Louisville.

The site consists of ninety-eight acres of land.

The institution was opened in 1861.

Superintendent, H. C. Kehoe, M. D.

Under the supervision of the Kentucky State Board of Control for Charitable Institutions.

It was estimated on July 1, 1913, that there were 4,000 defective and backward children in the state of Kentucky. On June 30, 1913, there were 321 children in this institution.

The educational courses given consist of literary courses, manual training, domestic science and art, gardening and farming.

#### ADMISSION AND DISCHARGE

All feeble-minded persons from six to eighteen years of age, who can be educated or trained to work, may be admitted, after an inquiry by jury, as for the insane. The superintendent must return to the county all those for whom further attempts to educate will not prove beneficial to the state. No child may be kept at the institution after he has arrived at such age and mental condition as to be able, in the judgment of the superintendent and board, to provide for himself.

#### THE STEWART HOME AND SCHOOL

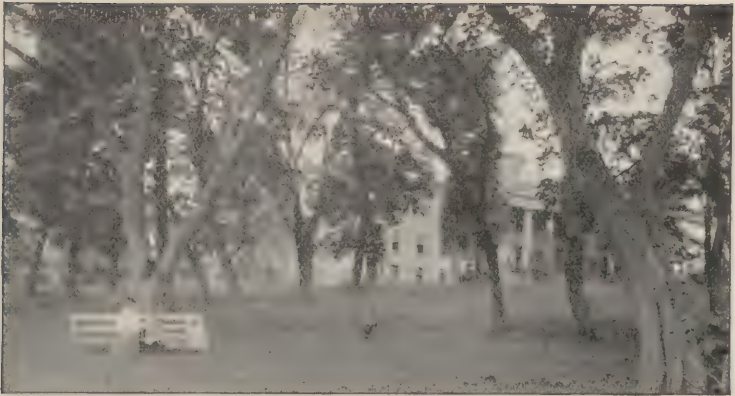
This is a small private institution for the care and training of persons of backward mental development.

Located at Farmdale, six miles southwest of the city of Frankfort. The school was opened in 1893. It has accommodations for one hundred and is generally pretty well filled.

Superintendent, John P. Stewart, M. D.

#### EPILEPTICS

There is no separate institution for epileptics in the State, although the Kentucky Institution for Feeble-Minded Children has a colony for epileptics. No sane epileptic can be sent to a State asylum.



The Stewart Home and School, Farmdale, Ky.



Girls' Home at the Maine School for the Feeble-Minded, West Pownal, Maine.



Rosewood State Training School, Owings Mills, Maryland.

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## Louisiana

The State of Louisiana has made no special provision for the custody and training of mental defectives or epileptics. It is left to the two State Hospitals for the Insane, at Pineville and Jackson, to afford them domiciliary care and treatment. The superintendent of the Louisiana Hospital for the Insane at Pineville is advocating that appropriations be made for the establishment of an epileptic colony and a training school and home for mental defectives. More than seven per cent. of the population of 739 in this State hospital are epileptics, and the superintendent states that the imbecile prevails in even greater proportion.

The superintendent of the East Louisiana Hospital for the Insane at Jackson recommended to the last Legislature the establishment of a separate place for epileptics, and also for idiots and imbeciles, on their farm colony of 2,000 acres.

## Maine

### MAINE SCHOOL FOR FEEBLE-MINDED

Located at West Pownal, Cumberland county, sixteen miles north of Portland on the Grand Trunk Railway.

The site consists of about 1,200 acres of land.

The school was opened in 1908.

It is under the supervision of the Governor and council, a board of trustees, and the State Board of Charities.

Capacity, 273. Actual number present, January 6, 1915, 254. In the report of the board of trustees for 1913, it is stated that there are at least 1,000 more feeble-minded in the State, who will sooner or later demand admission into this or a similar institution, and the report states that the Legislature should be required to provide sufficient accommodations for a much larger number than is now assembled at Pownal. On September 30, 1913, there were 151 applicants awaiting admission.

Much emphasis is laid at the school on industrial training. The older boys take an active part in the work on the farm and about the grounds, and the older girls assist in the work in the laundry, sewing and mending, kitchen and dining rooms and in general housework. The younger children attend the school and industrial classes.

## ADMISSION AND DISCHARGE

All idiotic and feeble-minded persons six years of age and upward are eligible for admission. The law also provides for the commitment of such feeble-minded persons supported by towns in the State, who, in the judgment of the municipal officers, or of the State Board of Charities, are capable of being benefited by school instruction. Whenever it is made to appear, upon application to the probate judge of any county that a resident of the county, or any inmate of the Maine Industrial School for Boys, the Bath Military and Naval Orphan Asylum, or any person supported by any town, is a fit subject for the school for the feeble-minded, such judge may commit such person to the school by an order of commitment directed to the trustees, accompanied by a certificate of two physicians, that such a person is a proper subject for the institution. Any order of committal under this act is subject to appeal. An inmate of the school may be discharged by any three of the trustees or by a justice of the Supreme or Superior Court of the State whenever a further detention in such school in their opinion is unnecessary.

## EPILEPTICS

The State of Maine has no separate institution for the care of epileptics, but there were included eight epileptics among the new admissions to the school for the feeble-minded during the last two years.

**Maryland**

## ROSEWOOD STATE TRAINING SCHOOL FOR THE FEEBLE-MINDED

Located at Owings Mills, Baltimore county, twelve miles west of the city of Baltimore, on the Western Maryland Railroad.

The site comprises 550 acres. The institution cares for about 500 inmates.

Incorporated in 1888 as the Maryland Asylum and Training School for the Feeble-Minded. In 1912 the name was changed to the Rosewood State Training School for the Feeble-Minded.

Under the supervision of the State Commission in Lunacy. The Board of State Aid and Charities passes, in an advisory capacity, on appropriations and on legislation.



Inmates perform the domestic work in the dining-rooms, kitchen, sewing room and laundry, with employees as supervisors. There is also a manual training department and the larger boys are employed on the farm and in the dairy and garden.

#### ADMISSION AND DISCHARGE

Children between the ages of seven and seventeen years who are so deficient in intelligence as to be incapable of being educated in ordinary schools, and who are not insane or greatly afflicted or deformed physically, are eligible for admission. Tuition must be paid if the applicant is able to pay. Residents of other states are received if vacancies exist. Adults may be retained and controlled at the institution upon the certificate of a judge that such disposition would be beneficial. Inmates supported by the State are not discharged unless they cease to be a menace to society and become mentally and physically capable of earning a livelihood.

#### GELSTON HEIGHTS PRIVATE HOME FOR MENTAL DEFECTIVES

Located at Walbrook, fifteen minutes' ride from Baltimore. Formerly Font Hill, Ellicott City, Maryland.

The site comprises eight and one-half acres.

Established in 1886 as a private home and school for the feeble-minded. Both male and female patients are received.

Superintendent, Samuel J. Fort, M. D.

The school has a capacity of fifteen. Actual number present in December, 1914, thirteen.

Supervised by the State Board of Lunacy.

The school consists of a kindergarten and first, second and third grades.

The patients also do light manual work.

#### EPILEPTICS

#### SILVER CROSS HOME FOR EPILEPTICS

Located at Port Deposit, Cecil county, on the Susquehanna river, thirty-six miles northeast of Baltimore.

The site comprises three acres.

Opened in June, 1894.

Under the supervision of the State Commission in Lunacy and the Board of State Aid and Charities.

Capacity, thirty. Actual number present in January, 1915, twenty-four. These were all epileptics.

The patients are employed at light housework, sewing and needlework.

This institution is conducted by the King's Daughters as a private home for epileptics.

The State of Maryland has no separate institution for epileptics, and the Board of State Aid and Charities in its last biennial report, for 1912-1913, suggested that the Silver Cross Home might be made a nucleus for a State institution.

### Massachusetts

#### WRENTHAM STATE SCHOOL

Located in the town of Wrentham, Norfolk county, twenty-five miles southwest of Boston, on the New York, New Haven and Hartford Railroad.

The site comprises 500 acres.

Established in 1907.

Superintendent, Dr. George L. Wallace.

Under the supervision of the State Board of Insanity.

Capacity, 600. Actual number present January 22, 1915, 637.

The inmates are employed in industrial work of all kinds, in general farming and in clearing land. The educational courses consist of a modification of Seguin, kindergarten and public school methods.

In their last annual report, for the year ending November 30, 1913, the trustees state that the waiting list for the institution is large and constantly increasing. Several new buildings are now in process of construction. When these are finished the institution will accommodate 1,500 patients.

In 1913 an estimate of 10,000 feeble-minded persons in the state, not including those in the institutions at Wrentham and Waverly, was made in the report of a committee of the Massachusetts Society for the Prevention of Cruelty to Children. This estimate was based on the results of a census made by the State Board of Insanity.



Gelston Heights, Baltimore, Maryland.



Nurses' Home at Wrentham State School, Wrentham, Massachusetts.



Administration Building, Waverly, Mass.



The superintendent of the Wrentham State School believes separate provision for defective delinquents to be highly desirable. A law has been passed in Massachusetts providing for a separate institution for this class, but has not as yet gone into effect.

#### ADMISSION AND DISCHARGE

Mentally deficient persons may be committed by judges of the Probate Court, after examination by a physician qualified under the law. In addition the trustees may at their discretion receive any feeble-minded person from the State of Massachusetts upon application from the parent or guardian, accompanied by a certificate of a physician that such person is deficient in mental ability and a fit subject for the school. Special pupils may be received from other states at a charge of not less than \$300 a year. If an inmate shall have reached the limit of school age or in the judgment of the trustees shall be incapable of being further benefited by school instruction, or if continuance in the school of any inmate is in the opinion of the trustees and of the State Board of Insanity a proper subject for judicial inquiry, the probate court may in its discretion order such inmate to be brought before the court, to determine whether or not he is a feeble-minded person and may order him to be discharged therefrom.

#### MASSACHUSETTS SCHOOL FOR FEEBLE-MINDED

Located at Waverly, Middlesex county, eight miles outside of the city of Waltham.

The site comprises 1,974 acres.

Opened in October, 1848, as the second institution in America for the care of mental defectives.

Superintendent, Dr. Walter E. Fernald.

Under the supervision of the State Board of Insanity.

Capacity, 1,513. Actual number present December 17, 1914, 1,590. This includes the inmates at the Templeton Farm Colony, one department of the institution. The Farm Colony is sixty miles from the Waverly School.

The school work at Waverly consists of kindergarten, primary, first, second, third and fourth grades. Besides this there are physical and manual training classes and classes in outdoor work



for the boys and physical, manual and domestic training for the girls. The 200 boys at the Templeton Farm Colony work out of doors all day the year round. Since the formation of this Farm Colony no case of tuberculosis has developed among these 200 boys.

#### ADMISSION AND DISCHARGE

The law regarding admission and discharge of inmates is the same as that governing the Wrentham State School.

#### ELM HILL PRIVATE SCHOOL AND HOME FOR THE FEEBLE-MINDED

Located at Barre, Worcester county, in the central part of the state.

This is the oldest institution in America for the care of the feeble-minded. After the act had been passed by the Massachusetts Legislature appropriating the money for the establishment of an institution for mental defectives and before the institution had actually been opened, Dr. Wilbur started this school at Barre, in July, 1848. The Massachusetts School for Idiots and Feeble-Minded Children was not opened until October, 1848.

Barre has grown into a village of cottages for defectives of the wealthier class and is now one of the largest private institutions of this kind in America, if we except the Training School at Vineland, N. J., and the Elwyn Institution, both of which are partly supported by state funds. The Barre institution accommodates some 100 pupils.

#### THE TERRACE HOME SCHOOL FOR BACKWARD AND NERVOUS CHILDREN

Located at Amherst, Hampshire county.

Established in 1881.

Principal, Mrs. W. D. Herrick.

A small private school for children who are "backward and belated in habits of mind and body by disease or by constitutional peculiarities."

Individual instruction is given in all courses, including instrumental and vocal music, gymnastics and manual and domestic work.



Farm House at the Templeton Farm Colony, Templeton, Massachusetts.



Barre, Massachusetts

In this House was received by Dr. Hervey B. Wilbur, the first feeble-minded child ever sent to a private school in America.



Wilbur Home and School for the Backward and Mentally Deficient, Kalamazoo, Michigan.



## EPILEPTICS

## THE MONSON STATE HOSPITAL

Located at Monson, Hampden county, on the Central Vermont Railroad, in the south central part of Massachusetts.

Opened in May, 1898.

Cares for insane epileptics.

Under the supervision of the State Board of Insanity.

Number in institution October 1, 1913, 922.

## ADMISSION AND DISCHARGE

A person who is subject to epilepsy, if he is not a criminal, inebriate or violently insane, may, if insane, be committed to the Monson State Hospital, in accordance with the provision for the commitment of other insane persons, or may, if dangerous to himself or others by reason of epilepsy, be committed thereto in the manner provided for the commitment of dipsomaniacs and inebriates. The trustees of the hospital may receive and detain therein as a patient any person certified to be subject to epilepsy by a physician qualified by law, who desires to receive treatment and makes application, or for whom application is made by a parent or guardian. No such patient may be detained more than three months after having given notice in writing of his intention or desire to leave the hospital.

## HOSPITAL COTTAGES FOR CHILDREN

Located at Baldwinsville, Worcester county, in the north central part of Massachusetts.

Opened in June, 1882, for epileptic, deformed or otherwise diseased children needing hospital treatment.

Superintendent, Hartstein W. Page, M. D.

Subject to supervision by the State Board of Insanity.

Capacity, 140. Daily average number for the year ending November 30, 1913, 105.

This is a private institution with five trustees appointed by the governor in addition to those selected by the corporation. It is maintained by the income from private funds, donations and the board of patients. The state has also at different times made appropriations for buildings and structural improvements.

## ADMISSION

The State Board of Insanity may send to and keep at the Hospital Cottages for Children such number of children afflicted with epilepsy as shall be approved by the trustees and superintendent.

**Michigan**

## MICHIGAN HOME FOR THE FEEBLE-MINDED AND EPILEPTIC

Located in the town of Lapeer, Lapeer county, fifty miles north of Detroit.

The site comprises 360 acres.

The institution was opened in August, 1895.

Superintendent, H. A. Haynes, M. D.

Subject to supervision by the Michigan Board of Corrections and Charities and by a local Board of Control.

Capacity, 1,075. Actual number present January 5, 1915, 1,180. Of these, 324 were epileptics.

The educational courses in the school consist of primary education and physical and industrial training. The inmates are also employed in sewing, making rugs, caning, basketry and caring for the grounds.

## ADMISSION AND DISCHARGE

Feeble-minded and epileptic residents of the State over 6 years of age are eligible for admission. Commitments are made by the Probate Courts, after hearing and examination. The law requires that preference shall be given to the admission of indigent patients, provided that no feeble-minded woman above the age of 48 years, not an epileptic, nor any feeble-minded man, not an epileptic, whose condition is due to senility, shall be admitted. The medical superintendent may by consent of the Board of Control discharge any patient in the following cases: (1) A patient who has, in his judgment, recovered; (2) any patient who has not recovered, but whose discharge, in the judgment of the superintendent, will not be detrimental to the public welfare nor injurious to the patient. When the superintendent is unwilling to discharge an unrecovered patient upon request, and so certifies in writing, the Probate Court of the county from which the patient was admitted, may direct by order the discharge of such patient.





The New St. Anthony Comstock P. O., Kalamazoo, Michigan.



The Reed School, Detroit, Mich.



Cottage Number One, nearing completion. Michigan Farm Colony for Epileptics, Caro.



In the last annual report of the institution the superintendent states that the probate judges know that the institution is crowded, hence commit only patients who are in most need of care, *i. e.*, the epileptics and persons of low grade. This leaves the high-grade defective largely uncared for. The Board of Control requested appropriations from the Legislature for new buildings which would give the home a capacity of 1,400 patients. They estimated that approximately only 10 per cent. of the defective population of Michigan was safely cared for in institutions.

#### WILBUR HOME AND SCHOOL FOR THE BACKWARD AND MENTALLY DEFICIENT

Located at Kalamazoo, Michigan.

The site comprises forty-two acres.

Established in 1884 by Dr. Charles T. Wilbur, a brother of Dr. Hervey B. Wilbur, who founded the first private institution in America for the care of the feeble-minded, at Barre, Massachusetts.

Dr. Charles T. Wilbur died in 1909, and Mrs. Charles T. Wilbur is superintendent of the institution at Kalamazoo.

The cottage plan is in vogue at this institution, and each patient is given individual instruction and treatment. The girls are taught sewing and fancy needlework, and the boys are given manual training. This is a home school for feeble-minded children or adults. Mild cases of epilepsy are also sometimes admitted.

#### ST. ANTHONY'S SCHOOL FOR FEEBLE-MINDED

Located at Comstock, Kalamazoo county, three miles outside of the city of Kalamazoo, on the Michigan Central Railroad.

Established in 1898.

Superintendent, Sister M. Raphael, M. D.

An institution for the care of backward and feeble-minded children, conducted by the Sisters of St. Joseph.

The terms are \$25 a month and upward, according to the needs of the pupil and the special attention required.

The object of the school is "to furnish especial means of improvement" to children "who are deficient in mind, or of such marked peculiarities and eccentricities of intellect as to deprive

them of the benefits of other educational institutions and ordinary methods of instruction." The educational courses embrace not only the simple elements of regular school instruction but also training "in the cultivation of habits of cleanliness, propriety, self-management, self-reliance, and the development and enlargement of a capacity for useful occupation."

#### ADMISSION

Children between the ages of six and fifteen, who are mentally defective to such an extent that they cannot be taught in the ordinary way, yet have sufficient mental capacity to offer some hope of improvement, are accepted upon the application of parents or guardians, when the necessary blanks are properly filled and submitted to the consideration of the management of the institution. Girls and women, whose parents or guardians desire custodial care for them during their life time, are received in one of the cottages, upon such conditions as the board of trustees may elect. The purpose, equipment, and facilities, of the institution are for the education, training, and custody of imbeciles and feeble-minded persons. Therefore those with criminal tendencies, or vicious habits, the helplessly deformed, the crippled or hopeless paralytics, epileptics and insane, are not admitted.

#### REED SCHOOL FOR NERVOUS AND BACKWARD CHILDREN

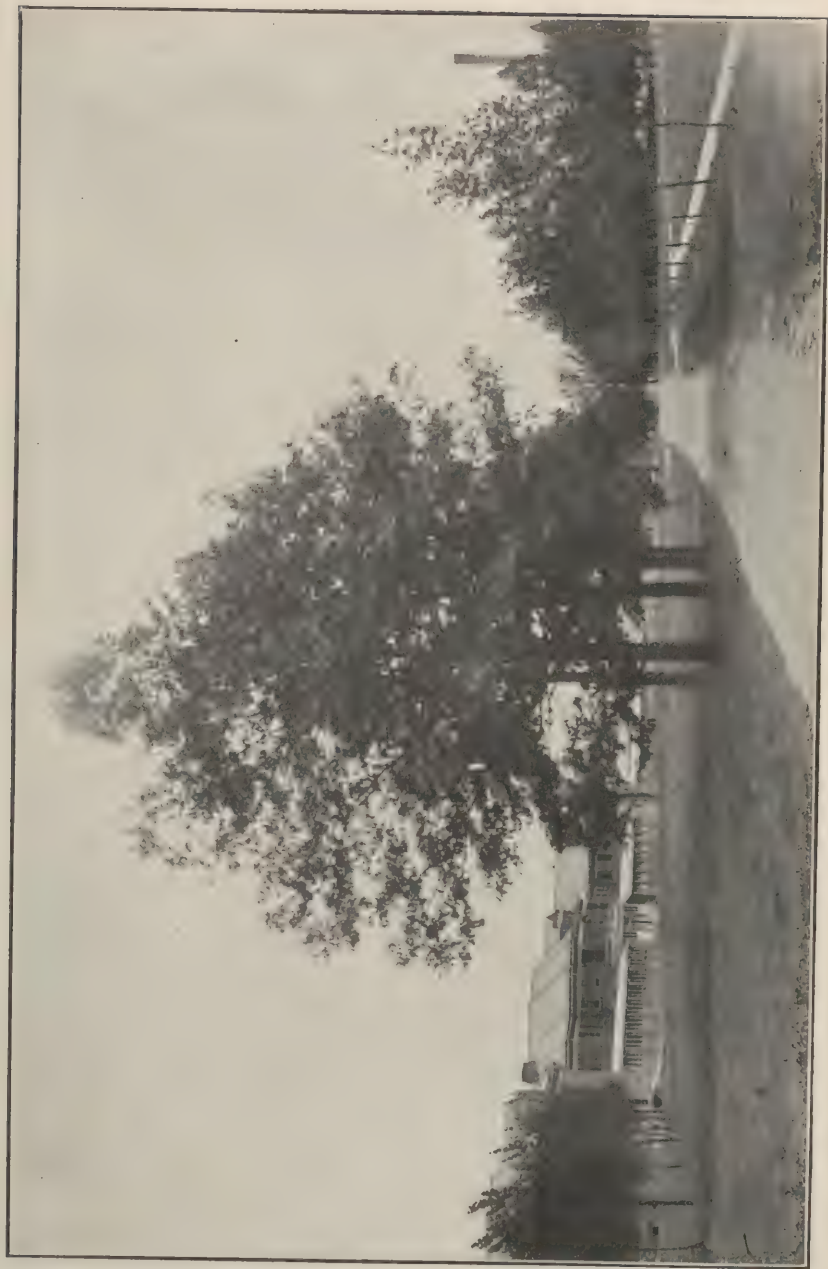
Located at Detroit.

Established 1901.

Principal, Mrs. Frank A. Reed.

The purpose of the school, as stated in the report, is "to furnish a practical and scientific course of mental and physical training that will bring about the best possible development of children who need more individual attention than can possibly be given them in the public schools or in the parochial and the secular private schools."

Instruction is given in reading, writing and other regular school work, as well as manual and physical training. The manual training begins with simple kindergarten work and includes wood-work, bent iron work, brass hammering, basketry, clay-modeling and weaving. Sewing and housework are taught to the girls and



Michigan Home and Training School, Lapeer, Mich.





instruction is also given to all the pupils in vocal and instrumental music and drawing and painting.

As the Reed school is not intended as a place of detention for imbecile or otherwise hopelessly deficient children, pupils are not retained who, after sufficient trial, show no sign of either mental or physical improvement.

The charge for each pupil varies with the amount of personal care and individual instruction required, the highest charge being \$900 a year.

#### EPILEPTICS

##### MICHIGAN FARM COLONY FOR EPILEPTICS

A public institution for epileptics, controlled and supported by the state of Michigan.

Located four miles outside of the town of Caro, Tuscola county, 20 miles north of Lapeer, on the Michigan Central Railroad.

The site comprises 1,510 acres.

Opened May 30, 1913.

Superintendent, R. L. Dixon, M. D.

Under the supervision of the Michigan Board of Corrections and Charities and a local board of control.

Capacity, 150. Actual number present in February, 1915, 130. These were all men, as no women or children have been admitted. They are committed by the probate judges as epileptics.

The patients are engaged largely in farm work.

This is a new institution in process of construction, and a large amount of building is being planned for the next two years. The superintendent reports that there are 500 epileptics in state and county institutions in Michigan who should be cared for here.

An act passed by the Michigan legislature in 1913 provided for the establishment "in a suitable rural community" of "a farm colony for the humane, curative, scientific and economical treatment of epileptic persons, exclusive of insane and idiotic persons, to be known as the "Michigan Farm Colony for Epileptics."

#### ADMISSION AND DISCHARGE

Patients are divided into two classes: First, public patients who are epileptic and are kept and maintained wholly or partially at the expense of the state; Second, private patients who are

feeble-minded or epileptic and are kept and maintained without expense to the State. Persons who are epileptic but not feeble-minded may be admitted as voluntary patients without expense to the State. Persons who are epileptic and in indigent circumstances may be admitted upon the order of the probate court. Petition for the admission of a person to the Michigan Farm Colony may be made by a relative or guardian, or by a superintendent of the poor of the county, or supervisor of the township within which such person resides, and directed to the probate court of said county. The court may appoint one or more competent and disinterested physicians to examine and report upon the condition of said epileptic person, and if no jury is demanded, the judge of probate may determine the question of whether such person is epileptic or not and whether or not it is necessary or for the best interests of such person to be committed to the colony. If such alleged epileptic person, or his guardian or next of kin, shall so demand, a jury shall be summoned to determine the question of whether such person is epileptic, and such jury when summoned shall be selected in the same manner as is provided for by law in the case of insane persons. The medical superintendent may, by consent of the board of control, discharge any patient who in his opinion and judgment has recovered or who, though not fully recovered, will not be detrimental to the public welfare if at liberty.

Whenever any patient shall become insane while confined at the colony and the medical superintendent shall certify in writing that such person is insane and is not a fit subject for care and maintenance at the colony, such patient shall forthwith be transferred to the asylum of the district of which such patient was a resident.

### Minnesota

#### MINNESOTA SCHOOL FOR FEEBLE-MINDED AND COLONY FOR EPILEPTICS

Located at Faribault, Rice county, forty-five miles south of Minneapolis, on the Chicago, Rock Island and Pacific Railroad.

The site comprises 1,048½ acres.

Superintendent, Dr. A. C. Rogers.

The American Association for the Study of the Feeble-Minded is also located at Faribault.

The school was opened in 1879.

It is subject to the supervision of the State Board of Control.

Capacity, 1,600. Actual number present January 18, 1915, 1,572; 278 of these were epileptics.

The school has an organization of twenty-one teachers and shopmen. The occupations of the inmates include basketry, leather tooling, net work, sewing and lace work, tailoring and dress-making, weaving, knitting, brush work, rope mat work, sloyd, chair caning, field and garden work, engine-house, dairy, and barn work.

#### ADMISSION AND DISCHARGE

All feeble-minded persons, resident of the State, who, in the opinion of the superintendent of the school are of suitable age and capacity to receive instruction in such school, and whose defects prevent them from receiving proper training in the public schools, and all idiotic and epileptic persons, resident of the State, may be admitted to their respective departments, under such conditions and regulations as the State Board of Control shall prescribe. Any crippled or deformed child who is helpless and who cannot be benefited by treatment at the State Hospital for Crippled and Deformed Children, or any child who is physically helpless from any chronic disease of the nervous system, or any child or adult suffering from such or other incurable chronic invalidism, may be admitted to the department for incurables in this institution at the discretion of and under such conditions as the Board of Control shall determine; provided, however, that this section shall not apply to those who are helpless from insanity or senile dementia, or whose presence shall, in the opinion of the superintendent, be incompatible with the general purpose of the institution. The Juvenile Court may cause any dependent or neglected child under the age of 17 years, when the health or condition of the child requires it, to be placed in a public hospital or institution for treatment or special care. There is no legal process for discharging patients from this institution.

**BAKER SCHOOL FOR BACKWARD CHILDREN**

Located at Northfield, Rice county, twelve miles from Faribault.  
Established in 1897.

**Mississippi**

Mississippi has no special institution for epileptics, nor for mental defectives. A number of epileptics are cared for in the two State hospitals for the insane at Meridian and Jackson.

**Missouri****MISSOURI COLONY FOR THE FEEBLE-MINDED AND EPILEPTIC**

Located at Marshall, Saline county, in the central part of the State.

The site comprises 283 acres.

Opened in 1901.

Superintendent, R. P. C. Wilson, M. D.

The institution is under the supervision of a separate board of managers.

Capacity, 450. Actual number present in December, 1914. 493. Of these, 151 were epileptics.

The work engaged in by the patients consists of needlework, basketry, carpentry and farming. The school work extends through the fourth grade.

**ADMISSION AND DISCHARGE**

The State law requires that there shall be received and gratuitously supported in the colony, feeble-minded and epileptics residing in the State who, if of age, are unable or, if under age, whose parents or guardians are unable to provide for their support therein. The County Court must certify that a patient is eligible for admission. The superintendent of the colony, with the approval of the managers, has power to discharge any patient who, in their opinion, has fully recovered.

**EMMAUS ASYLUM FOR EPILEPTICS AND FEEBLE-MINDED**

Located at Marthasville, Warren county, forty miles east of St. Louis.

The sites comprise 450 acres.

Opened in 1893.

Superintendent, Rev. C. F. Sturn.





The Girls Home at the School for the Feeble-Minded, Faribault, Minnesota.



Emmaus Asylum, St. Charles, Missouri.



Training School for Backward Children, Boulder, Montana.



The Emmaus Asylum is a private institution, and is not supervised by any state board.

Capacity, 80. Actual number present in January, 1915, 80. Of these 3 were classified as idiots, 29 as feeble-minded, and 48 as epileptics. There were two boys under sixteen, one girl under sixteen, forty-six men, and thirty-one women.

The patients generally remain in the institution during their lifetime. Little educational work is attempted, but the patients whose physical condition permits, engage in various kinds of work, such as sewing, general housework, garden and farm work.

#### EMMAUS ASYLUM FOR EPILEPTICS AND FEEBLE-MINDED

Located at St. Charles, in St. Charles county, eighteen miles northwest of St. Louis.

The site comprises 107 acres.

Opened in 1901.

Superintendent, Rev. J. F. Franklenfeld.

The Emmaus Asylum is a private institution and is not supervised by any state board.

Capacity, 57. Actual number present, March 1, 1915, 57. Seven of these were girls under sixteen, and the rest were women over sixteen. Twenty-two were feeble-minded, and thirty-five epileptic.

The superintendent reports that the inmates need more of a home than education and correction, and not much is attempted in the way of regular school work. The purpose of the asylum is to serve as a home for such epileptics and feeble-minded as are incapable of being cured or developed. Every effort is made however to teach the patients to help themselves. The Emmaus asylum is not a hospital, although the best modern methods and medicines are used for epileptics. The superintendent states that there are a number of very old women in the asylum, who are childish to the extent of idiocy.

#### SCHOOL FOR CHILDREN OF RETARDED MENTALITY

Located at St. Louis.

Principal, Miss Fanny A. Compton.

This is a small private school, opened in 1901.

On January 19, 1915, there were 10 pupils, 4 boys and 6 girls. Nine of these were classified by the principal as imbeciles, and one as feeble-minded.

Courses are given in all the ordinary school branches, kindergarten and physical training.

### Montana

#### MONTANA TRAINING SCHOOL FOR BACKWARD CHILDREN

Located at Boulder, Jefferson county, on the Great Northern Railway, twenty-five miles south of Helena, the capitol of the State.

The institution was opened November 10, 1905.

Director, Thomas A. Smith.

The Training School for Backward Children is carried on in connection with the Montana School for the Deaf and Blind. H. J. Menzemer is president of all three schools.

Subject to the supervision of the State Board of Education.

About 80 patients are cared for.

Among the activities engaged in by the pupils are arts and crafts' work of various kinds, mending and sewing, and sloyd.

#### ADMISSION AND DISCHARGE

Children between the ages of 6 and 21, who are so peculiar or deficient in intellect as to be incapable of being educated at any ordinary school, and who are not epileptic or greatly deformed, may be admitted. Applications are acted upon by the president of the school.

As the State has as yet made no provision for a custodial institution, those children are not kept in the training school who, after thorough trial, show no improvement. The time of attendance is limited to ten years, with a possible extension of two years. Nonresidents may be admitted, on payment of tuition, when there are vacancies. In the case of indigent pupils, an order of court to that effect must be filed with the president of the school before the admission of such pupils.

#### EPILEPTICS

The State of Montana has no special institution for epileptics.



Emmans Asylum, Marthasville, Mo.





## Nebraska

### NEBRASKA INSTITUTE FOR FEEBLE-MINDED YOUTH

Located at Beatrice, Gage county, thirty-eight miles south of Lincoln.

The site comprises 222 acres.

The Institute was opened in 1885.

Superintendent, W. B. Fast, M. D.

Subject to the supervision of the Board of Commissioners for State Institutions.

Capacity, 480. Actual number present December 11, 1914, 475.81. Of these 75 were epileptics.

The institute provides school work through the fourth grade, as well as industrial work of various kinds, including needlework, basketry, crocheting, housework for the girls, and sloyd, farming, garden work and plumbing for the boys.

### ADMISSION AND DISCHARGE

The law states that all imbeciles and feeble-minded youths from 5 to 18 years of age, who have been residents of the State for one year, and who are incapable of receiving instruction in the common schools, shall be admitted to the institution, maintained and educated at the expense of the State if, in the judgment of the superintendent, the applicant is a suitable person to receive its benefits. It also states that persons of greater age, and non-residents, upon the payment by nonresidents of a fair rate of compensation, may be admitted if the capacity of the institution will permit. Patients are committed by judges of the various courts and are released by the superintendent of the institution when they become self-supporting.

### EPILEPTICS

There is no separate institution in Nebraska for the care of epileptics.

## Nevada

Nevada has no separate provision for mental defectives, nor for epileptics. Some of them are cared for in the Nevada Hospital for Mental Diseases at Reno. Out of a total of 238 patients

in this hospital on December 31, 1912, 15 were classified as imbeciles and 13 as epileptics.

The State law provides that after application is made to a district judge for the commitment to the Nevada hospital of an idiot or feeble-minded person who has been a resident of the State for five years and of the county where he resides for one year, and after it is proven to the satisfaction of the judge, after examination of witnesses and the testimony of one or more physicians, that such person is an idiot or feeble-minded person, without means of support, the judge shall cause him to be conveyed to the hospital. But the law also states that all such patients shall be on probation for thirty days, and if, in the judgment of the superintendent of the hospital and a commission of three physicians, it is unsafe for such a person to be at large because of his feeble-mindedness, but not because of insanity, such patient must be returned to the county from which he was committed, or the county must agree to pay for his support at the hospital.

The board of county commissioners is authorized to receive and care for indigent feeble-minded minors of the State, and to hold them subject to such an arrangement as may be made for their care and education in an institution of a neighboring State.

### **New Hampshire**

#### **NEW HAMPSHIRE SCHOOL FOR FEEBLE-MINDED CHILDREN**

Located at Laconia, Belknap county, on the Boston and Maine Railroad, about six miles from Lake Winnepesaukee.

The site comprises 478 acres.

The institution was opened in 1903.

Superintendent, Benjamin W. Baker, M. D.

Under the supervision of the State Board of Control.

Capacity, 180. Actual number present January 12, 1915, 183.

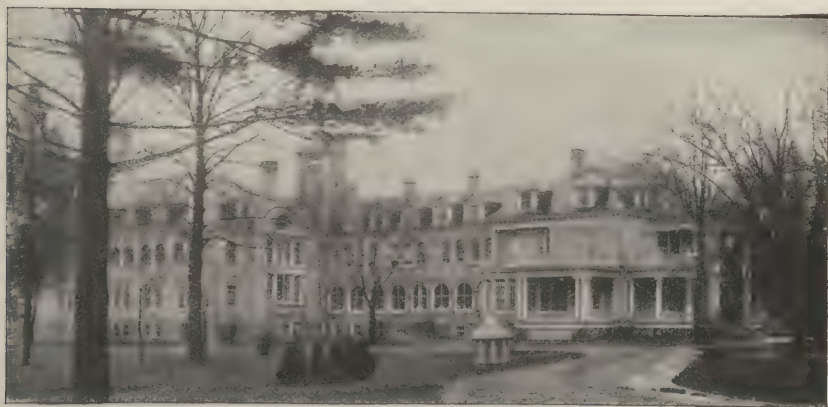
The courses of instruction in the school are based on modified Montessori methods,—a continuation of kindergarten methods with a large proportion of manual instruction. The activities engaged in by the pupils consist of basketry, knitting, needle work, moccasin making, shoe repairing, minor carpentry, teaming and general farming.



Nebraska Institute for Feeble-Minded Youth, Beatrice, Nebraska.



Administration House, New Hampshire School for the Feeble-Minded,  
Laconia, N. H.



View of West Wing of Administration Bldg., State Home, Vineland, N. J.





## ADMISSION AND DISCHARGE

Idiotic and feeble-minded children between the ages of 3 and 21 years are eligible for admission. The law requires that provision shall also be made for the detention, care and custody of feeble-minded girls, inmates of the school, after they reach the age of 21, if, in the judgment of the Board of Trustees, it is for the best interest of the community. All indigent and destitute applicants may be admitted as State charges, and all other children whose parents or other kinsmen, bound by law to support them, are able to pay, shall pay for their support. Children are committed by the judges of the probate courts in the various counties. Any inmate may be discharged by any three of the trustees, or by a justice of the Superior or Supreme Court, whenever a further detention at the school is in their opinion unnecessary.

There is considerable agitation in New Hampshire for the establishment of an institution for feeble-minded women. The Children's Commission, appointed in 1913, has been making a census of the mental defectives in the State, and has found more feeble-minded children in the orphanages than in the School for the Feeble-Minded. According to this census 105 feeble-minded are included among the inmates of the State Insane Hospital. The estimate made by the Children's Commission of the total number of the feeble-minded in the State was 4,115, or .0095 of the population according to the 1910 census.

## EPILEPTICS

New Hampshire has no separate institution for epileptics.

## New Jersey

## NEW JERSEY STATE INSTITUTION FOR FEEBLE-MINDED WOMEN

Located at Vineland, Cumberland county, on the West Jersey Railroad, in the southern part of the State.

The site comprises 83 acres.

Opened in 1888.

Superintendent Madeleine A. Hallowell, M.D.

The institution is under the control of a separate Board of Managers and supervised by the New Jersey State Commission of Charities and Corrections.

Capacity, 400. Actual number present in February, 1915, 418. Fourteen of these were epileptics.

Besides the regular school work special attention is paid to organized recreation, all inmates being trained in the gymnasium in calisthenics and drilling. Dramatics, music and dancing are also emphasized.

The newest building has been set aside for defective delinquents and for an observation station for all new inmates. The superintendent believes that the state should change the character of this institution and admit both sexes.\* At present the State provides for male defectives either in the county hospital and poor houses or by boarding them at the private institution in Vineland.

#### ADMISSION AND DISCHARGE

All applications for admission to any institution supported in whole or in part by the State and operated for the care and custody of the feeble-minded and epileptic shall be filed in the office of the Commissioner of Charities and Corrections and admission shall be upon certificate of said Commissioner. The Governor may place at State expense any feeble-minded person of suitable age and capacity for instruction in some institution. The term of instruction shall be three years, but may be extended to eight years. The Governor is empowered to withdraw the name of any person improperly admitted, or found incapable of instruction after having been given a fair trial. Whenever any person has been in an institution for eight years, the extension of the term of instruction is left to the discretion of the Governor.

The Governor may commit all feeble-minded indigent women over 12 years of age to the State Home for the Care and Training of Feeble-Minded Women.

Any parent or guardian or custodian who applies to have any person admitted to any institution for defectives as a State pupil shall in such application waive all right to remove such inmates either permanently or for limited time: provided, that any inmate may be discharged upon the request of the Governor on the recommendation of the superintendent. The head of any institution may grant a leave of absence to any inmate for a limited time.

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\*This was made possible by action of the Legislature of 1915.



Cattell and Robinson Cottages and School Garden, Vinland Training School,  
Vineland, N. J.



The Main Building, The Lindens. Bancroft Training School, Haddonfield, N. J.



Riverview School, Wilburtha, N. J.



## NEW JERSEY TRAINING SCHOOL FOR FEEBLE-MINDED GIRLS AND BOYS

Also located at Vineland, Cumberland county.

The site, including a colony for boys, which is about two miles distant from the institution proper, comprises 790 acres.

The institution was opened in 1888.

Superintendent, E. R. Johnstone.

Under the supervision of the New Jersey State Commission of Charities and Corrections.

Capacity, 500. Actual number present January 27, 1915, 464.

The Training School is a semi-private institution, supported partly by State funds.

The educational courses include the elementary English branches, kindergarten, and physical training, manual and industrial branches of various kinds, a band and singing. Various kinds of work are engaged in by the inmates, including carpentry, painting, masonry, plumbing, electrical and agricultural work.

### ADMISSION AND DISCHARGE

The same laws regulate the admission and discharge of patients to the Training School as to the State Institution, with the exception of the one giving the Governor power to commit feeble-minded indigent women over twelve years of age to the State Home for the Care and Training of Feeble-Minded Women.

### BANCROFT TRAINING SCHOOL

Located at Haddonfield, Camden county, six miles from the city of Camden.

A small private institution for mentally subnormal children.

The site in New Jersey comprises 18 acres, but the school also owns 28 acres in Maine, where the pupils spend the summer months.

Opened in 1883.

Superintendent, E. A. Farrington, M. D.

The capacity of the school is 52. Actual number present January 1, 1915, 46. Of these nine were epileptics. The school is essentially a school for training, special emphasis being laid on the correction of physical defects that hamper mental development.



## THE LARCHES

A small private institution for mental defectives, located at Cranbury, Middlesex county, in the central part of New Jersey.

## THE SEGUIN SCHOOL

Located at Orange, Essex county. Opened in 1880. A small private institution for children of arrested mental development and backward children.

## RIVERVIEW SCHOOL

Located at Wilburtha, Mercer county, two miles northwest of Trenton, on the Delaware river.

The site comprises forty acres.

A private institution opened August 1, 1914.

The purpose is to provide "a select school where families of culture can secure for their defective children the maximum treatment and training along most approved lines, and yet be assured the comforts and attention of a cultivated home life."

The rates are from \$800 to \$4,000 a year.

Individual training is given in articulation, music, drawing, painting, corrective and educational gymnastics, dancing, clay, wood and needlework and domestic science, besides the regular grammar school work.

## EPILEPTICS

## NEW JERSEY STATE VILLAGE FOR EPILEPTICS

Located at Skillman, Somerset county, on the Philadelphia and Reading Railroad, fourteen miles north of Trenton.

The site comprises 1,005 acres.

Opened in 1898.

Superintendent, David F. Weeks, M. D.

Under the control of a separate board of managers, and supervised by the New Jersey State Commission of Charities and Correction.

Capacity, 538. Actual number present, October 31, 1914, 511.

Besides the regular school work, which extends from the kindergarten through the eighth grade, there are manual training classes, and some of the patients are engaged in knitting, weaving, basketry, and sewing.



The Seguin School, Orange, N. J.





Cottages in the Women's Group, New Jersey State Village for Epileptics,  
Skillman, N. J.





## ADMISSION AND DISCHARGE

All epileptics are eligible for admission except those who are insane or idiotic. Indigent feeble-minded men over twenty-one are to be cared for at the State Village for Epileptics. Indigent persons who have been residents of the State for one year may be committed by the judge of the court of common pleas upon application and after examination. The board of managers of the village has the power to hold and detain any person, so committed, for a period of not less than one year. It is the duty of the overseer of the poor to place pauper epileptics in the village. The board of managers of the village may prescribe rules and regulations for the admission and discharge of patients, and is required to provide a method of prompt discharge, should any condition arise making unnecessary or inadvisable further detention.

The same law requiring applications for admission to be filed in the office of the commissioner of Charities and Corrections applies to the New Jersey State Village for Epileptics as to the Training School for Feeble-Minded Girls and Boys and the State Institution for Feeble-Minded Women.

**New Mexico**

New Mexico has no special provision for mental defectives, nor for epileptics. The New Mexico Insane Asylum at East Las Vegas, out of a total of 275 patients, on January 15, 1915, had 11 classified as idiots, 8 imbeciles, 6 feeble-minded and 22 epileptics.

**New York**

## SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN

Established at Albany in 1851, and two years later moved to Syracuse, Onondaga county.

The site comprises 274 acres. A farm of fifty acres, about five miles from the institution, has recently been purchased and many of the supplies are raised there.

Superintendent, O. Howard Cobb, M. D.

Under the supervision of the State Board of Charities.

Capacity 550. Actual number present January 27, 1915, 588. There is quite a long waiting list, and there would be a longer one if it were not known that the institution is already overcrowded.

The various activities carried on at the institution consist of cooking, sewing and ironing, basketry, mattress and brush making, towel and rug weaving, sloyd, carpentry, concrete work, farming and gardening.

#### ADMISSION AND DISCHARGE

A poor person may not be admitted as an inmate into a State institution for the feeble-minded or epileptic unless he has been a resident of the State for one year.

Feeble-minded children may be received into the Syracuse State Institution upon the official application of a county superintendent of the poor or the commissioners of charity of a city of the State having such officers. Preference must be given to poor or indigent children over all others. The management of the institution is vested in a board of managers. When the managers shall direct a State pupil to be discharged from the institution, the superintendent may return him to the county from which he was sent. Notice to remove a pupil shall be in writing from the superintendent to the parents, guardians, committee or other person at whose request he was admitted.

#### STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN

Located at Newark, Wayne county, fifty miles west of Syracuse. The site consists of 103 acres.

Opened in 1878.

Superintendent, Ethan A. Nevin, M. D.

Under the supervision of the State Board of Charities.

Capacity, 814. Actual number present December 9, 1914, 815. Nine of these were girls under 16, and the rest were girls or women sixteen or over. 155 were classified as idiots, 500 as imbeciles and 160 as feeble-minded.

An elementary school is conducted at the institution and the patients are engaged in various forms of domestic work and work in the gardens.

#### ADMISSION AND DISCHARGE

The board of managers has the custody and control of all property and power to make all rules for the management and control of the affairs of the institution. A poor person must have



Left Wing of Administration Building, Syracuse State Institution for Feeble-Minded Children, N. Y.—





Group of Buildings at the State Custodial Asylum for Feeble-Minded Women, Newark, N. Y.







Rome State Custodial Asylum, Rome, N. Y.—Main building





Letchworth Village, Thielles, N. Y.—Two large dormitories with entrance in center







been a resident of the State for one year to be admitted. Patients are committed by the superintendents of the poor of the various counties. The average length of stay is during the child-bearing period.

#### ROME STATE CUSTODIAL ASYLUM

Located outside of the city of Rome, Oneida county.

The site consists of 600 acres.

The institution was opened in 1896.

Superintendent, Charles Bernstein, M. D.

Supervised by the State Board of Charities.

Capacity, 1,200. Actual number present December 10, 1914, 1,470. Of these 470 were women, and 1,000 men. Out of the total number 450 were classified as idiots, 450 as imbeciles, 550 as feeble-minded and 20 as epileptic.

The patients are engaged in manual and industrial work, making their own clothing, except the shoes, and working outside on the farm and in the gardens.

#### ADMISSION AND DISCHARGE

The superintendents of the poor of the various counties of the State may commit to the Rome State Custodial Asylum, if vacancies exist, such feeble-minded persons and idiots as are indigent or inmates of county almshouses, according to the by-laws and regulations of the asylum. Insane idiots or epileptics can not be admitted. Feeble-minded persons and idiots other than the poor and indigent may be admitted to the asylum if vacancies exist after providing for the care and custody of poor and indigent feeble-minded persons and idiots, upon payment of tuition to be determined by the board of managers. The Rome State Custodial Asylum is vested with the authority to detain all persons duly committed in accordance with the provisions of law and the rules and regulations of the asylum, until discharged by the board of managers, or by an order of the Supreme Court of the State of New York. Any inmate, or any person or corporation interested as next of kin or otherwise, may apply to the board of managers for the discharge of such inmate, by presenting a petition in writing, duly verified as a pleading in the Supreme Court, setting forth reasons for discharge, and disposition of inmate if dis-

charged. In case this petition is denied, the petitioner may serve notice upon the superintendent and the attorney-general that said action shall be reviewed by the Supreme Court. The said inmate shall be discharged or detained according to the terms of order granted by the court upon such hearing.

The superintendent may admit to the asylum temporarily without commitment, under such rules and regulations as the board of managers may prescribe, for purposes of observation, such children or adults as are suspected of being feeble-minded or idiots: to ascertain whether or not such person is actually mentally defective and a proper case for care, treatment and training in an institution for the feeble-minded or idiots. A feeble-minded child under the age of sixteen years, who is under such improper or insufficient guardianship as to endanger the morals, health or general welfare of said child, may be admitted to the Rome State Custodial Asylum, upon order of the county court of Monroe county, if a vacancy in the asylum exists after providing for the custody of indigent feeble-minded persons and idiots, in the discretion of the board of managers, and under such regulations as to payment and otherwise as such board shall prescribe.

#### LETCHWORTH VILLAGE

Located at Thiells, near West Haverstraw, Rockland county, thirty miles north of New York.

The site consists of 2,084 acres.

Opened in 1911.

Superintendent, Charles S. Little, M. D.

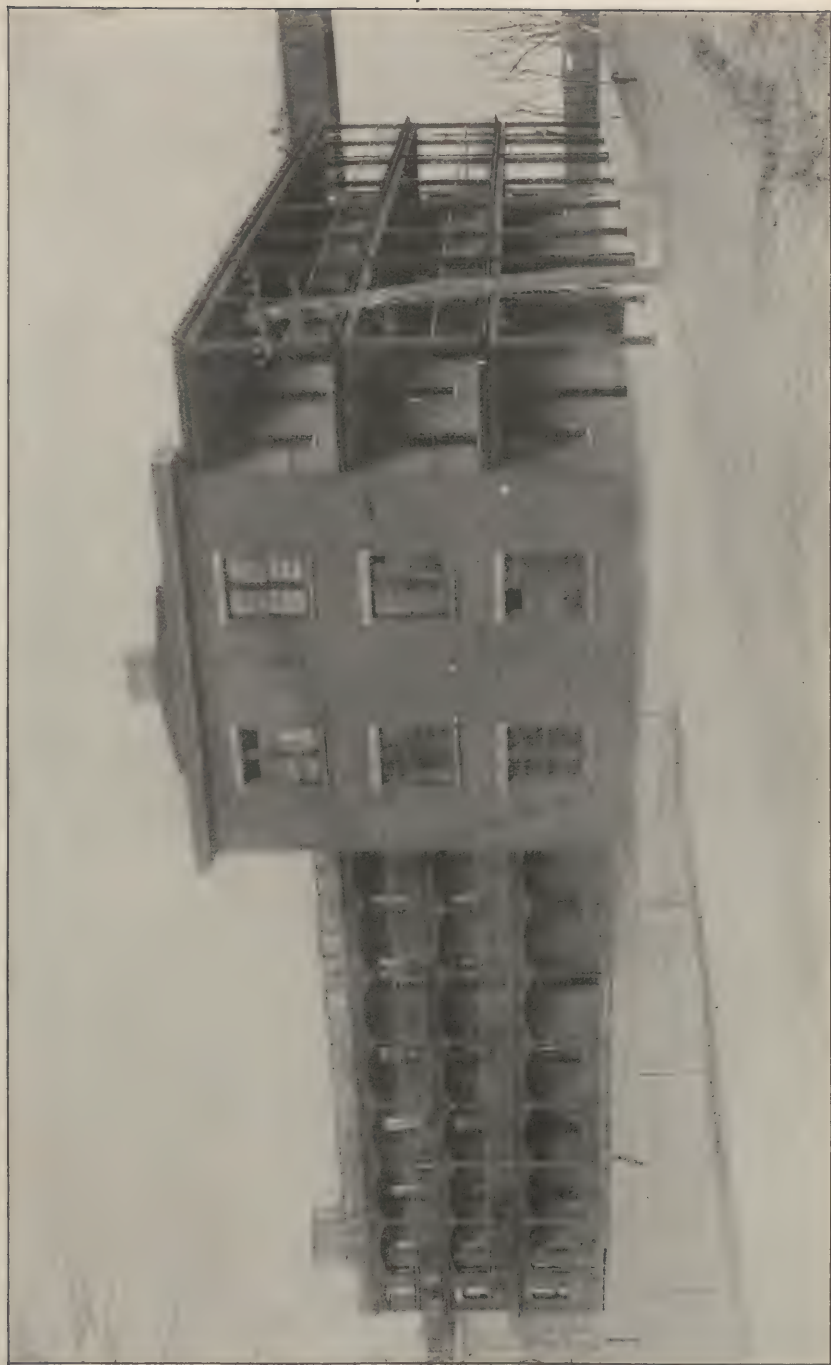
Under the supervision of the State Board of Charities.

Capacity, 100. Actual number present December 14, 1914, 99. Of these 10 were idiots, 73 imbeciles, 10 feeble-minded and 6 epileptics.

There are no educational courses, but the inmates engage in farming and work in the various departments of the institution.

#### ADMISSION AND DISCHARGE

There shall be received and gratuitously supported in the Letchworth Village, epileptics and feeble-minded persons needing custodial care, upon the application and commitment of the



One of the Buildings at Randall's Island, New York City.





county superintendent of the poor, commissioners of public charities, or other officers authorized by law to make commitments to existing State institutions for the maintenance of epileptic and feeble-minded persons. The said Village shall also receive such epileptic and feeble-minded inmates of existing State charitable institutions and such other epileptic and feeble-minded persons supported by public expense and needing custodial care, except those who are insane, who shall be transferred to said Letchworth Village in accordance with the provisions of law.

The Superintendent, with the approval of the managers, shall have the power to discharge inmates sent to the Village, through mistaken diagnosis, or for other proper causes, provided that such discharge shall be to the superintendent of the poor, commissioner of public charities or other officer through whose application the inmate was received into the Village, and provided further, that should any inmate become insane, such inmate shall be sent to the nearest State hospital.

The Village shall receive such mentally incompetent persons as shall be duly committed thereto and is vested with authority to detain all such persons, including the right to arrest and return any who may escape, until discharged by the Board of Managers of said Village or by an order of the Supreme Court of the State of New York. Any inmate or any person or corporation may apply to the Board of Managers for discharge of such inmate, by presenting a petition in writing duly verified as a pleading in the Supreme Court, setting forth reasons and disposition of inmate if discharged. In case said petition for discharge is denied by the Board, the petitioner may serve notice on said Village and the Attorney-General, that said action shall be reviewed by the Supreme Court, and said inmate shall be discharged or detained according to the terms of order granted by the court upon such hearing.

#### NEW YORK CITY CHILDREN'S HOSPITALS AND SCHOOLS

Located at Randall's Island, New York city.

The site consists of 163 acres.

The school for feeble-minded was opened in 1868.

Superintendent, Mrs. Mary C. Dunphy.

Under the supervision of the New York city Department of Public Charities.

Capacity, 1,275. Actual number present February 1, 1915, 1,505.

At the School for the Feeble-Minded there were 1,202 patients treated during the last fiscal year, and 748 at the Custodial Asylum.

It was at the School for Feeble-Minded on Randall's Island that vocational training was first given the feeble-minded.

There is a class for epileptics in connection with the hospital school. Much stress is laid on outdoor activities and gymnasium work with these children.

The School for Feeble-Minded is taxed to its utmost capacity. Children are sent here from the Clearing House for Mental Defectives in New York city. After a scientific diagnosis has been made at the Clearing House the physician at Randall's Island examines the patient and seeks to register accurately his or her exact mental status. This is followed by a period of observation, during which time it is sought to determine the form of school work best adapted to the child's capacity.

For the children of the lowest type of mental defect classes are carried on in the wards. Kindergarten occupations, games, sense training and simple forms of manual work are engaged in by the pupils. A large variety of industrial work is carried on, and there are extensive playgrounds for the children.

#### THE BRUNSWICK HOME

Located at Amityville, Suffolk county, Long Island.

The site comprises sixty acres.

Opened in 1887.

Superintendent, C. L. Markham.

Supervised by the State Board of Charities.

Capacity, 218. Actual number present February 9, 1915, 209.

A private institution for the care of idiotic, epileptic, paralytic and feeble-minded children and other persons afflicted with ailments or disorders of the body or mind. Some of the patients are committed by the poor law officers and others are admitted on application to the superintendent.



Miss Copeland's School, Saratoga Springs, N. Y.





The Sycamore Farm Home School, Newburgh, N. Y.





General training is given the inmates in housework and farm work.

#### THE SYCAMORE FARM HOME SCHOOL

Located six miles west of Newburgh, in Orange county.

Opened in 1897.

Superintendent, N. B. Brewster.

A small private school, accommodating some seven or eight pupils.

The school work is mainly confined to the morning hours. In the afternoon the children in company with their teachers are allowed the freedom of the grounds and farm, instruction being given in nature study and manual training.

#### MISS COPELAND'S SCHOOL

Located at Saratoga Springs, Saratoga county, twenty miles northeast of Schenectady.

Opened in 1900.

Superintendent, Miss Susan E. Copeland.

A small private school for children of high grade defective mentality. The object of the school is to properly educate and train children who are unable to receive instruction in the ordinary schools but require special assistance.

Among the subjects taught are speech or articulation, reading, writing, arithmetic, music, drawing, painting, calisthenics, corrective gymnastics, dancing, games, needlework, basketry, clay and wood work, besides regular kindergarten work.

Tuition and board are \$800 a year.

#### CRAIG COLONY FOR EPILEPTICS

Located at Sonyea, Livingston county, thirty miles south of Rochester.

The site comprises 1,898 acres.

Founded in 1894.

Superintendent, William T. Shanahan, M.D.

Supervised by the State Board of Charities.

Capacity, 1,400. Actual number present December 9, 1914, 1,421.

The ordinary school branches are taught and the inmates engage in sewing and housework, brush and broom-making and farm and garden work.

#### ADMISSION AND DISCHARGE

Epileptics, residents of the State, who are indigent, shall be supported gratuitously and designated as State patients. Such number as can be accommodated, whose expenses are paid, shall be admitted and designated as private patients. Epileptic children shall be received only upon written request of persons desiring to send them, with statement of financial ability, etc., which statement in all cases of State patients must be verified by affidavits of petitioners and two disinterested persons, and accompanied by the opinion of a qualified physician, all residents of the same county, certified to as credible by the county judge or surrogate of the county; and such judge or surrogate must also certify that such State patient is eligible and a proper candidate for admission. State patients may also be received into the colony upon official application of a county superintendent of the poor, or of the poor authorities of any city, and it is the duty of such officers to place in the colony any epileptic who has become a public charge. Any parent, guardian or friend of an epileptic child within the State may make application to the poor authorities of any city, or the superintendent of the poor, showing by satisfactory affidavit or other proof that the health, morals, comfort or welfare of such child may be endangered or not properly cared for if not placed in such colony, and thereupon it shall be the duty of such officer or board to place such child in said colony. Preference shall always be given to poor or indigent epileptics, or epileptic children of poor or indigent persons, over all others, and preference shall always be given to such as are able to support themselves only in part, over those who are able or have parents who are able wholly to furnish such support. The superintendent, with the approval of the board of managers, shall have power to discharge patients, but no epileptic patient shall be returned to any poorhouse. In case of mistaken diagnosis, such person shall be returned to the person who sent him. State patients who become insane shall be sent to State hospitals, and private patients who become insane shall be committed to some State hospital as prescribed by law.



Group of Twelve Buildings. Women's Section, Craig Colony, Sonjya, N. Y.







School for Feeble-Minded, Kingston, N. C.



## North Carolina

### NORTH CAROLINA SCHOOL FOR THE FEEBLE-MINDED

Located at Kinston, Lenior county, seventy-two miles southeast of Raleigh, on the Norfolk Southern Railway.

Opened July 1, 1914.

Superintendent, C. B. McNairy, M. D.

Supervised by the Board of Public Charities.

On September 2, 1914, there were eighty-three pupils in the institution and about thirty-five more accepted to be in within the next thirty or forty days, which would fill the capacity of the school. There were on file applications from about 125 more persons than there were accommodations for.

#### ADMISSION AND DISCHARGE

Idiotic and feeble-minded persons between the ages of six and twenty-one are eligible for admission. The law establishing the school stated that all feeble-minded persons supported by towns, counties, and almshouse, capable of being benefited by school instruction were to be committed to this institution. Indigent and destitute persons, in the State, proper subjects for the school, may be admitted as State charges. Other persons in the State who are proper subjects must pay such sum for their care as the trustees shall determine. Such persons from other states which have no provision for the care, may be received when there is room for them without excluding State charges, upon payment of a certain sum. Application may be made to the clerk of the court of any county, who may commit to the institution persons who are fit subjects, the commitment to be accompanied by the certificate of two physicians. Any order of committal is subject to appeal. Any inmate may be discharged by any three of the trustees or by a justice of the Supreme Court of the State whenever further detention in the school in their opinion is unnecessary.

#### EPILEPTICS

There is no special institution in North Carolina for the care of epileptics. There is a colony for white epileptics at the State Hospital for the Insane, at Raleigh. Colored epileptics are sent to the State Hospital at Goldsboro. The Board of Public Charities

report that the epileptic colonies have served merely to demonstrate the need of separate villages for epileptics. At present the board reports that the cases are mentally very deficient and the care is custodial.

### North Dakota

#### NORTH DAKOTA INSTITUTION FOR FEEBLE-MINDED

Located at Grafton, Walsh county, in the northeastern part of the State, about three-quarters of a mile from the railway station of both the Great Northern and the Northern Pacific Railways.

The site comprises 160 acres.

The institution was opened May 2, 1914.

Superintendent, A. R. T. Wylie, Ph.D., M. D.

Supervised by the Board of Control of State Institutions.

Capacity, 250. Actual number present June 30, 1914, 223. Among these there were thirty-four epileptics and forty chronic insane patients. The total number of epileptic and feeble-minded persons in the state is estimated at 2,400, so this institution is able to care for only a small proportion of them.

The school courses consist of primary work, kindergarten, and manual training. The industrial work engaged in by the inmates consists of sewing, basketry, lace work, sloyd, hammock and brush-making, farm and dairy work. The institution consists of three departments, viz.: 1. The school and training department for those who can be improved. 2. A custodial department. 3. An epileptic department.

#### ADMISSION AND DISCHARGE

All feeble-minded persons residents of the State who, in the opinion of the superintendent, are of suitable age and capacity to receive instruction in the institution, and whose defects prevent them from receiving proper training in the public schools of the State, and all idiotic and epileptic persons, residents of the State, may be admitted to and receive the benefits of the institution, subject to payment of the sums provided by law, and to the rules and regulations of the Board of Control; provided that no inmate shall be removed except upon a written request of the parent, guardian, or custodian of such inmate, which request must receive the approval of the superintendent. But any feeble-minded person who



North Dakota Institution for Feeble Minded, Grafton, N. D.



Ohio Institution for Feeble-Minded, Columbus



Riverview School, Marietta, Ohio.





is offensive to the public peace or to good morals, and who is a proper subject for classification and discipline in the institution, may be committed, on pursuing the same course of legal commitment as govern admissions to the State Hospital for the Insane.

#### EPILEPTICS

The State of North Dakota has no separate institution for epileptics, but they are admitted to the Institution for the Feeble-Minded.

#### Ohio

##### INSTITUTION FOR FEEBLE-MINDED

Located at Columbus, in the central part of the State.

Opened 1857.

Superintendent, E. J. Emerick, M. D.

Subject to the supervision of the Ohio Board of Administration.

Besides the regular school work which is carried on at the institution, there are classes in sloyd and basketry, sewing, domestic science, cane-seating, weaving and shoemaking.

#### ADMISSION AND DISCHARGE

The trustees may admit all feeble-minded youth not over fifteen years of age, who have been residents of the State for one year, and are incapable of receiving instruction in the common schools. If the capacity of the institution allows, the trustees may admit persons of greater age, and persons not residents of the State. Non-residents are required to pay a fair rate of compensation, to be fixed by the trustees. The law governing admissions states that the trustees shall receive as inmates of the custodial department feeble-minded children, residents of the State, under the age of fifteen years, who are incapable of receiving instruction in the common schools of the State, and adults of the same class, over this age, who are public charges. Feeble-minded adults of such inoffensive habits as to make them proper subjects for classification and discipline in the institution may be committed in the same manner as patients are committed to insane asylums.

In 1911 the Ohio Board of Administration was created, and given power to regulate the admission and discharge of patients as provided by law.

An act passed by the legislature in 1913, which went into effect July 1, 1914, provides that all minors who, in the judgment of the juvenile court, require state institutional care and guardianship, shall be wards of the state and shall be committed to the care and custody of the Ohio Board of Administration, which board thereupon becomes vested with the sole and exclusive guardianship of such minors. This act also empowered the Ohio Board of Administration to provide and maintain a "bureau of juvenile research," and to employ competent persons to have charge of the bureau and to conduct investigations.

The legislature, however, did not provide sufficient funds for the purchase or construction of suitable buildings to carry out the purpose of the act, but the board has elected Dr. Emerick, superintendent of the Ohio Institution for Feeble-Minded, as director in charge of the Bureau, and some preliminary work has been done by Dr. Emerick, with the assistance of Dr. Haines, clinical director, one laboratory worker and two or three field workers. The Boys' Industrial School and the Girls' Industrial School have been named as temporary receiving stations for the bureau. The act of 1913 empowers the Board of Administration to assign the children committed to its guardianship to the "bureau of juvenile research" for the purpose of mental, physical, and other examination, inquiry or treatment, for such period of time as the board may deem necessary.

The board has the power to cause any minor in its custody to be removed to the Bureau of Juvenile Research for observation. The law states that a complete report of every such observation must be made in writing and must include a record of observation, treatment, medical history, and a recommendation for future treatment, custody and maintenance. It then becomes the duty of the Board of Administration or its authorized representatives to assign the child to a suitable state institution or place it in a family, under such rules and regulations as may be adopted. Any minor having been committed to any state institution may be transferred by the Board of Administration to any other state institution, whenever it shall appear that such minor by reason of his delinquency, neglect, insanity, dependency, epilepsy, feeble-mindedness, or crippled condition or deformity, ought to be in another institution. The Board of Administration may receive

any minor for observation from any public institution other than a state institution, or from any private charitable institution, or person having legal custody thereof, upon such terms as the board may deem proper.

#### RIVERVIEW SCHOOL

Located at Marietta, Washington county, on the Ohio river, in the southeastern part of Ohio.

A small private school for normal and deficient children, accommodating five pupils.

The tuition for children received in the home is \$100 a month.

Opened in 1909.

Superintendent, Miss Mary Merydith.

#### EPILEPTICS

##### OHIO HOSPITAL FOR EPILEPTICS

Located at Gallipolis, Gallia county, on the Ohio river, in the southern part of the State.

The site comprises 550 acres.

Institution opened November 30, 1893.

Superintendent, G. G. Kineon, M. D.

Under the supervision of the Ohio Board of Administration.

Capacity, 1,192. Actual number present January 13, 1915, 1,560.

The educational courses consist of manual training and elementary schooling. The patients who are able are engaged in various kinds of industrial pursuits.

#### ADMISSION AND DISCHARGE

Insane persons who are also epileptic, and whose disease has developed during their residence in this State, and epileptics who have been residents of the State for one year, are eligible for admission to the Ohio Hospital for Epileptics. Non-residents may be admitted when there are accommodations for them, upon the payment of such sums as the trustees may determine. In the commitment and discharge of insane epileptics and those whose being at large is dangerous to the community, like proceedings are had as are provided by law for the commitment and discharge of the insane. After application has been made for the admission

of an epileptic person to the hospital, the probate judge shall examine and inquire whether the alleged epileptic is a suitable person for admission, and for such purpose may subpoena witnesses, a reputable physician, and, if necessary, may issue a warrant to have the alleged epileptic brought before him. If deemed unsuitable to bring him into the court, the judge shall personally visit such person, and certify that he has so ascertained his condition by actual inspection. The other proceedings then may be had in the absence of such person.

If satisfied that the person alleged is an epileptic and a suitable person for treatment at the hospital, he shall cause a certificate to be made by the medical witness in attendance, shall transmit the application, with the accompanying papers, to the manager of the hospital, who shall advise him whether the patient can be received and at what time. The law passed in 1911 creating the Ohio Board of Administration gave this board power to regulate the admission and discharge of patients.

### Oklahoma

#### OKLAHOMA INSTITUTION FOR FEEBLE-MINDED

Located at Enid, Garfield county, in the north central part of the State, forty-five miles northwest of Guthrie.

The site comprises 640 acres.

Opened in 1910.

Superintendent, W. L. Kendall, M. D.

Capacity, 200. Actual number present December 11, 1914, 198. This number included eighteen epileptics.

Under the supervision of the State Board of Charities and Corrections.

#### ADMISSION AND DISCHARGE

Feeble-minded children from 5 to 16 years of age are eligible for admission. Epileptics may also be admitted until the establishment of a separate institution. Feeble-minded persons over 16, whose expenses are paid, may be admitted under rules for admission and discharge prescribed by the board of managers. Non-residents may be admitted under the same conditions. Feeble-minded women may be committed by the judge of a county court upon petition filed with the clerk of the county, after examination.





The Ohio Hospital for Epileptics, Gallipolis, Ohio.



Main Building, Oklahoma Institution for Feeble-Minded, Enid, Okla.



Eastern Pennsylvania State Institution for the Feeble-Minded and Epileptic,  
Spring City, Pa.



The law makes it the duty of the board of managers to retain all adult females committed, so long as it shall be advisable for the benefit of said female or of the State; provided that the board may release anyone who has reached the age of 45, or when convinced of improper commitment.

#### EPILEPTICS

There is at present no separate institution for epileptics in Oklahoma, but they are admitted to the Institution for Feeble-Minded.

#### Oregon

##### INSTITUTION FOR FEEBLE-MINDED OF THE STATE OF OREGON

Located about three miles southeast of the city of Salem.

The site comprises about 700 acres.

The institution was opened in November, 1908.

Superintendent, J. H. Thompson, M. D.

Under the supervision of the Oregon State Board of Control.

The object of the institution is three-fold; first, training of the most practical nature that will make a feeble-minded youth useful to himself and helpful to others; second, such care and attention as a home would give; third, custody for the idiot and epileptic.

#### ADMISSION

All feeble-minded persons, residents, who in the judgment of the superintendent are of suitable age and capacity to receive instruction in the Institution for Feeble-Minded, and whose defects prevent them from receiving proper training in public schools, and all idiotic and epileptic persons, who have been residents of the state for one year, may be admitted under the conditions and regulations which may be provided by the board of trustees. Parents or guardians or those legally responsible for the support of any feeble-minded, idiotic, or epileptic person, may apply to the superintendent for a blank application, which, when properly filled out and approved by the judge of the court of the county in which such feeble-minded, idiotic or epileptic person resides, and by the superintendent, may entitle the person so applying to admission.

## EPILEPTICS

There is no separate institution for epileptics in the State of Oregon, but they are cared for in the Institution for the Feeble-minded.

**Pennsylvania**EASTERN PENNSYLVANIA STATE INSTITUTION FOR THE  
FEEBLE-MINDED AND EPILEPTIC

Located at Spring City, Chester county, on the Schuylkill River, twenty-eight miles northwest of Philadelphia.

The site comprises 490 acres.

The institution was opened in 1908.

Superintendent, George C. Signor.

Under the supervision of the Board of Commissioners of Public Charities.

On October 1, 1914, there were 657 patients in the institution. 119 of these were girls, one of the buildings having been opened for their admission in June, 1914.

The original purpose of the institution was to provide a training school for boys and girls, feeble-minded and epileptic, who might be improved by training in agricultural and other healthful and useful pursuits. But on October 1, 1914, the chief physician reported that a large proportion of the inmates were epileptics in the worst stages. The overcrowded condition of the institution at present interferes greatly with the proper classification of the patients according to age and mental and physical condition. Two new dormitories, however, are under construction, which, when open, will take care of 250 more girls. For the patients whose physical condition permits, a large variety of industrial and educational training is provided.

## ADMISSION AND DISCHARGE

A new act of assembly regulating the institution went into effect October 1, 1914. It places the admission and discharge of patients entirely in the hands of the Court of Quarter Sessions, but provides for notice being given the board of trustees of the institution, so that they can be present when applications are heard, and state to the court whether or not they have accommodations for the patient, and whether they consider him admissible. It was felt



State Institution for Feeble-Minded of Western Pennsylvania, Polk. Pa.



The Pennsylvania School for Feeble-Minded Children, Elwyn, Pa.



Miss McGrew's School for Boys of High Grade Defective Mentality,  
Sharon Hill, Pa.





by the board of trustees that the effect of this new act would be to give to this institution all the low grade defectives refused by other institutions. Epileptics and paralytics are cared for in the custodial department.

# STATE INSTITUTION FOR FEEBLE-MINDED OF WESTERN PENNSYLVANIA

Located at Polk, Venango county, six miles southwest of the city of Franklin.

The site comprises 1,134 acres.

Opened in 1893.

Superintendent, J. M. Murdoch, M. D.

Under the supervision of the Board of Commissioners of Public Charities.

Capacity, 1,650. Actual number present December 12, 1914, 1,666. Out of this number 222 were epileptics.

The work engaged in by the patients consists of weaving, basket-making, sewing, various kinds of shop work, farming and gardening.

## ADMISSION AND DISCHARGE

Children, residents of the State, under the age of 20 years, who are incapable of receiving instruction in the common schools of the State, may be admitted. Cases afflicted with either epilepsy or paralysis shall, according to law, have care in the custodial department. All applications for persons admitted as State beneficiaries must be endorsed by the Board of Commissioners or Directors of the Poor of the county in which they reside, before being accepted. Adults who may be determined to be feeble-minded, who are of such inoffensive habits as to make them proper subjects for an institution for the feeble-minded, may be admitted on pursuing the same course of legal commitment as governs admission to the State Hospital for the Insane.

## THE PENNSYLVANIA SCHOOL FOR FEEBLE-MINDED CHILDREN

Located at Elwyn, Delaware county, fourteen miles east of Philadelphia.

The site comprises 350 acres.

Opened in 1852.

Superintendent, Martin W. Barr, M. D.

Capacity, 1,100. Actual number present in December, 1914, 1,093, including 262 epileptics.

This is a semi-private institution, partly supported by State funds. The kindergarten and training classes provide for the younger children. High grade children progress from the kindergarten to the high grade classes, in which ordinary school branches of primary, secondary and grammar school grades are taught. At the same time, these children receive special training in sloyd, drawing, modeling, sewing, weaving, printing, tailoring, shoe-making, mattress making, gardening, carpentry, and farming.

#### ADMISSION AND DISCHARGE

Children are admitted upon application from parents, or guardians, or children's societies. Seven years is the usual length of stay of the patients, but when the 7 year limit is inadequate or where discharge might be injurious to society, persons may be retained indefinitely.

#### THE BROOKWOOD SCHOOL

Located at Lansdowne, Delaware county, seven miles west of Philadelphia, on the Philadelphia, Baltimore and Washington Railroad.

The site comprises seven acres.

Opened in 1903.

Superintendent, Rachel W. Brewster.

A private school for nervous and backward children. Capacity, 12. Actual number present January 5, 1915, 9. Of these 2 were classified as imbecile and 7 as feeble-minded.

The school courses consist of a kindergarten, with Montessori material, music, sloyd, gymnastics and dancing. The pupils are also taught basketry, weaving, the use of tools, knitting, sewing, gardening, etc.

#### MISS MCGREW'S SCHOOL FOR BOYS OF HIGH GRADE DEFECTIVE MENTALITY

Located at Sharon Hill, Delaware county, seven and one-half miles southwest of Philadelphia.

Opened in 1893.



The Biddle School, Philadelphia, Pa.



Pennsylvania Epileptic Hospital and Colony Farm, Oakbourne, Pa.



The Passavant Memorial Homes for the Care of Epileptics, Rochester, Pa.





Superintendent, Anna L. McGrew.

The school has a capacity of seven. Actual number present, February 22, 1915, 6.

This is a small private school for boys who do not need institutional training, but cannot get on with normal children, nor be taught at home. The boys are given work on the lawn and in the garden, and are taught carpentry, and directed in games and reading. Each pupil is given individual attention and training.

#### THE BIDDLE SCHOOL FOR NERVOUS AND BACKWARD CHILDREN

Located at Holmesburg, Philadelphia, on a site comprising ten acres.

Opened in 1912.

A small private school for deficient and backward children.

Instruction is given in clay modeling, painting, basketry, weaving, music and kindergarten. Children who are defective in speech are given daily lessons in articulation. Children are admitted at any age and great stress is laid on individual instruction, until the child is sufficiently developed for class work.

#### EPILEPTICS

##### THE PENNSYLVANIA EPILEPTIC HOSPITAL AND COLONY FARM

Located at Oakbourne, Chester county, twenty-three miles west of Philadelphia.

The site consists of 140 acres.

Opened in 1896.

Superintendent, J. Clifford Scott, M. D.

Capacity, 90. Actual number present in February, 1915, 75. All of these were epileptics.

This is a private institution, on the colony plan, with a hospital, equipped with facilities for the scientific examination of patients.

##### THE PASSAVANT MEMORIAL HOMES FOR THE CARE OF EPILEPTICS

Located at Rochester, Beaver county, in the western part of Pennsylvania within thirty miles of Pittsburg.

The site comprises 54 acres.

Opened in 1895.

Superintendent, Rev. T. W. Kohler.

Capacity, 105. Actual number present, in February, 1915, 77. These were all epileptics.

This is a private institution, under the direction of Protestant Deaconesses, supported partly by voluntary contributions and the board of patients, and partly by a small yearly appropriation from the state.

#### ADMISSION AND DISCHARGE

No imbecile, idiot, or insane person, or any one suffering from contagious disease, is admitted. The rules regarding admission state that "applicants must be residents of Western Pennsylvania or West Virginia and no applicant can be received into the homes from other states or localities except on special action by the board of trustees." All applicants upon entering, are examined by the physician in charge, and are admitted on probation for the first three months. The rules also state that "in cases of patients becoming insane after admission to the homes, those who are responsible must remove and provide for them." If they are without friends, or their friends refuse or neglect to remove them, the board reserves the right to place them where they can be cared for. A patient may be discharged, if, in the opinion of the medical staff and the director and directing sister, he is no longer benefited by residence in the homes. The director and directing sister have the power to dismiss any patient whose continuance in the homes may be considered injurious to the welfare of the other patients.

#### Rhode Island

##### RHODE ISLAND SCHOOL FOR THE FEEBLE-MINDED

Located in Exeter, Washington county, two miles from the Slocum station on the New York, New Haven and Hartford railroad, seventeen miles south of Providence.

The site comprises a little over 500 acres.

Opened in 1908.

Superintendent, Joseph H. Ladd, M. D.

Under the supervision of the State Board of Education.

Actual number present, December 31, 1913, 116. Forty of these were epileptics. Twenty-six of the new cases admitted

during 1913 were from the state almshouse. During the year 1913 a new dormitory for girls was completed, and at the close of the year there were 67 girls or women in the institution, out of the total number of inmates. The institution was filled to its capacity, and there was a long waiting list of applicants. The last annual report of the school (for 1913) stated that even after the \$155,000 proposed bond issue had been expended, although relief would be afforded to the most pressing cases, the institution would not fully have met the requirements of public demands.

The school conducts classes in domestic and industrial training for the girls and women, including such things as waiting on table, sweeping, dusting, bed making, scrubbing floors, washing windows, laundry work, hammock making, rug making of various kinds, and some simple cooking. The boys engage in various occupations afforded by the large farm. The plan is to have one-half the day given up to academic training for both the boys and the girls and the other half to physical and industrial training.

#### ADMISSION AND DISCHARGE

The law creating the school required that all feeble-minded persons in the care and custody of the State, or of any town, who were capable of receiving school instruction should be transferred to the school at the discretion of the State Board of Education. Application for admission must be made to the board by the parents, guardian, or person having care and custody of the feeble-minded person, and must be accompanied by the certificate of two practicing physicians. The State Board of Education may, whenever they consider it necessary or expedient, discharge any pupil, delivering him to the person or place liable for his support, and in default of such, to the State almshouse. Whenever complaint in writing is made to any justice or clerk of any district court that any person is feeble-minded so as to require restraint for his own or the public welfare, the court shall upon the examination and testimony of two practicing physicians commit such person to the Rhode Island School for the Feeble-Minded, there to be detained until in the judgment of the State Board of Education such person

is no longer under necessity of restraint, or until after adequate provision for restraint is made. Application for discharge may be made by the patient or by some person in his behalf, to the district court which committed the patient, and after hearing the case the court has the power to order discharge. Decision may be appealed in the manner provided for in criminal cases.

#### EPILEPTICS

Rhode Island has no separate institution for epileptics, but they are admitted to the school for the feeble-minded.

#### South Carolina

South Carolina has no separate institution for the care of the mentally deficient nor for epileptics. Insane epileptics are admitted to the South Carolina State Hospital for the Insane at Columbia.

#### South Dakota

##### THE STATE SCHOOL AND HOME FOR THE FEEBLE-MINDED

Located at Redfield, Spink county, on the Chicago and North Western Railroad, in the eastern part of the State.

Opened in 1902, under the name of The Northern Hospital for the Insane. The last Legislature changed the name to The State School and Home for the Feeble-Minded. The institution, however, has always been a school for feeble-minded children.

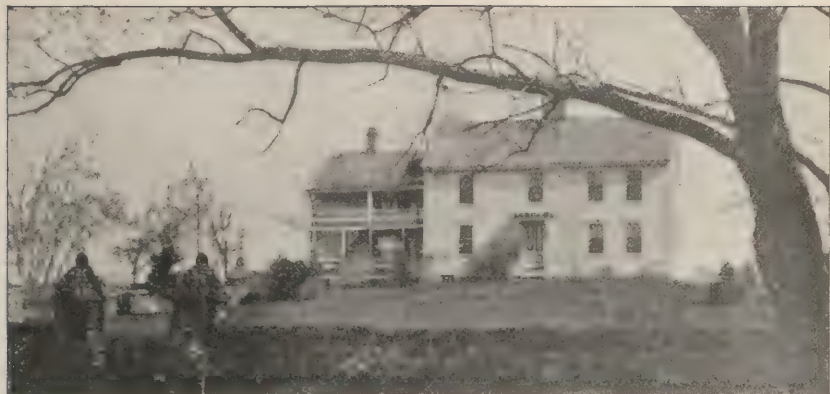
Superintendent, J. K. Kutnewsky, M. D.

Under the supervision of the State Board of Control of Penal and Charitable Institutions.

#### ADMISSION AND DISCHARGE

All persons who have been residents of the State for one year, who are imbecile, feeble-minded or epileptic, except such persons who have become feeble-minded by reason of age, may be admitted for custody, care or training, subject to the judgment of the superintendent; nonresidents, inmates before passage of the law, may be retained on payment of fair compensation to be fixed by the Board of Charities and Corrections. Any such person who is without a legal guardian, may be committed to the custody





One of the Farm Houses, at the Rhode Island School for the Feeble-Minded,  
Exeter, R. I.



The Bristol-Nelson School, Murfreesboro, Tenn.



Texas Training School for Defective Children, Austin, Tex.





of the Superintendent by the County Judge on complaint of the State's Attorney of such county, and the superintendent shall have the legal custody of such a person committed, with all the rights of a guardian of the person.

#### EPILEPTICS

Epileptics are also admitted to the State School and Home for the Feeble-Minded, but it is felt that there is great need of a hospital for the care of epileptics.

#### Tennessee

There is no separate public institution in the State of Tennessee for mental defectives nor for epileptics. In 1904 there were estimated to be 7,282 children of retarded mentality in the State. In 1910 there were reported to be 47 feeble-minded in the Davidson County Hospital, at Nashville.

#### THE BRISTOL-NELSON PHYSIOLOGICAL SCHOOL FOR SUBNORMAL CHILDREN

Located at Murfreesboro, Rutherford County, on the Nashville, Chattanooga and St. Louis Railroad, thirty miles southeast of Nashville.

The site comprises a tract of about five acres.

The school was opened October 1, 1908.

Superintendent, Mrs. Cora Bristol-Nelson.

Capacity, 15. Actual number present in January, 1915, 12 pupils, 2 being classified as imbeciles and 10 as feeble-minded.

This is a private institution, the only one of its kind in the State of Tennessee.

#### Texas

The State of Texas has made no separate provision for mental defectives.

#### TEXAS TRAINING SCHOOL FOR DEFECTIVES

Located at Austin, Travis county, Texas.

Opened in 1909.

Superintendent, T. O. Maxwell, M. D.

Since the institution was opened in 1909, 150 children have received care and treatment. On December 16, 1914, there were 23 children present.

This is a private institution entirely dependent upon fees received from patients. The usual charge is \$50 a month, although in some cases special rates are given to those in need of care and who are unable to pay the usual amount.

The institution is devoted to the care and training of children who are defective, in any respect, to such an extent as to be unable to attend the public schools. Instruction is given in regular school work, manual training, care of person and correction of bad habits. The institution has facilities for the care of children of any age and any degree of helplessness.

#### EPILEPTICS

##### STATE EPILEPTIC COLONY

Located at Abilene, Taylor county, one hundred and forty miles west of Fort Worth, on the Texas and Pacific Railroad, in Texas.

The site comprises 640 acres.

Established in 1899 as a branch lunatic asylum, and opened in 1901 as a separate colony for epileptics.

Superintendent, T. B. Bass, M. D.

Under the supervision of a local Board of Managers. Texas has no State Board of Charities nor Board of Control of State Charitable Institutions.

Capacity, 430. Actual number present August 31, 1914, 425.

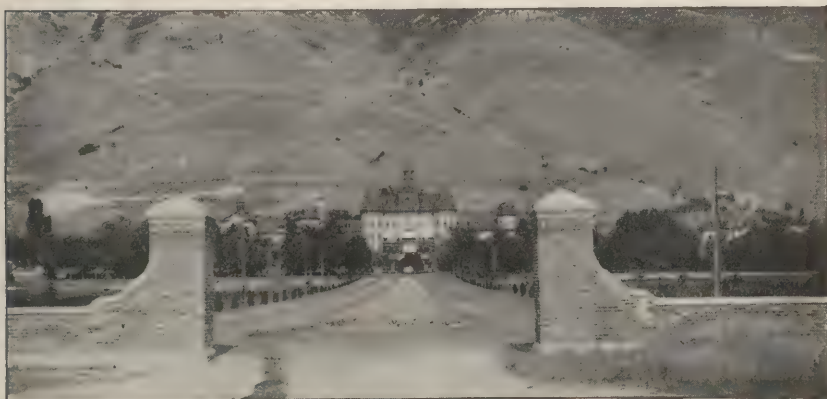
Patients who are able to work are employed on the farm, or in the dairy or garden.

#### ADMISSION AND DISCHARGE

All persons afflicted with epilepsy who have been residents of the State for one year, except idiots and imbeciles and those who are infirm or bedridden or suffering from contagious or infectious disease, are eligible for admission. Three classes of patients are admitted, viz.: indigent public patients; non-indigent public patients; private patients. Private patients may be kept and maintained at the colony at their own expense, or at the expense of



Some of the Cottages at the State Epileptic Colony, Abilene, Tex.



State Mental Hospital, Provo, Utah.



Administration Building, Virginia State Epileptic Colony, Madison Heights, Va.





their guardian, relatives or friends. When application is made for more patients than can be admitted, preference must be given to indigent public patients over non-indigent public patients and to both of these classes over private patients. Patients may be discharged by the superintendent upon the request of a friend or relative.

### Utah

A department for the care of the feeble-minded and epileptic (non-insane epileptic) was established at the State Mental Hospital, at Provo, in 1909.

Superintendent, Daniel H. Calder, M. D.

Under the supervision of the State Board of Insanity.

On December 15, 1914, out of a total number of 501 present at the hospital, there were 30 epileptics, 21 imbeciles and 21 feeble-minded. Two hundred and sixty-six of the patients were men, 235 were women, 9 were boys under 16, and 5 were girls under 16. The law regarding commitment provides no age limit for patients admitted.

There is a school department at the hospital, consisting of kindergarten, primary and grade work, art needle work and manual training.

### ADMISSION AND DISCHARGE

All insane persons who are residents of the State are eligible for admission to the hospital, as well as feeble-minded and non-insane epileptics, capable of mental improvement. Application for admission of feeble-minded and non-insane epileptics must be made by a guardian, parent or friend or by the chairman or a member of the Board of County Commissioners, to the Superintendent of the hospital, who must submit evidence and results of examination to the State Board of Insanity, which has the power to admit or reject the applicant. Only patients who have improved to such an extent that the relatives are able to care for them, are discharged. Application for discharge must be made to the Judge of the District Court and satisfactory evidence produced that the patient will be given proper care.

The organization and appointment of a Bureau of Eugenics to act with the State Board of Health, in connection with the public schools, the Industrial School, the School for the Deaf and Blind,

the State Mental Hospital and the State Prison, whose duty and function should be to gather all possible data relating to heredity, transmission of diseases and pathological tendencies, was suggested to the Legislature two years ago, but the bill was not passed. The superintendent of the State Mental Hospital in the last annual report of the institution for the year ending November 30, 1914, suggests that a commission with inquisitorial powers be appointed by the Governor to study the subject of feeble-mindedness in the state of Utah.

### Vermont

There is at present no separate institution for the feeble-minded nor for epileptics in the State of Vermont. Some of the feeble-minded are taken care of at the State Hospital for the Insane at Waterbury, and some are cared for at the Brattleboro Retreat, a private institution, which, however, has some State patients. A law passed in 1908 requires the Governor to provide for idiotic, feeble-minded and epileptic children of indigent parents in the institutions for the instruction of such children in Connecticut and Massachusetts.

A school for the feeble-minded is now under construction, however, in Vermont. A law was passed by the Legislature of 1912 appropriating a sum not exceeding \$25,000 to establish a State School for Feeble-minded Children, \$15,000 of which might be expended before January 1, 1914, and the balance before January 1, 1915. Provision was also made for the annual appropriation of a sum not exceeding \$30,000 for the benefit of the deaf, dumb, blind, idiotic, feeble-minded and epileptic children of indigent parents.

### Virginia

#### VIRGINIA STATE EPILEPTIC COLONY

Located at Madison Heights, Amherst county, ten miles from Lynchburg.

The site comprises 1,020 acres.

The colony was chartered by the General Assembly of Virginia in 1906, under the control and management of the Western State Hospital for the Insane. In 1910 it received a charter as an independent State institution, with its own special board of directors.

Superintendent, A. S. Priddy, M. D.

Supervised by the State Board of Charities and Corrections and the General State Hospital Board.

Capacity, 325. Actual number present September 30, 1914, 328. Of these, 3 were classified as idiots, 57 as feeble-minded, and 268 as epileptics. In 1913, upon the recommendation of the secretary of the State Board of Charities and Corrections, the capacity of the institution was increased so as to remove from the almshouses all male epileptics. Forty-five patients were thus admitted, so that on October 1, 1913, the superintendent of the colony and the secretary of the State Board of Charities and Corrections felt assured that there were no male epileptics confined in the jails or almshouses of the State. In 1913, also, a new building was completed for the care of feeble-minded women, with a capacity for 60.

Common school branches are taught and industrial training given as far as practicable. The school work was only begun on October 1, 1914. Epileptic men do farm work and other manual labor and women work in the sewing-room, laundry, kitchen and dormitories.

#### ADMISSION AND DISCHARGE

Those indigent white persons who would be of greatest service to the colony, who would, in the judgment of the superintendent of the colony, be most likely to receive benefit from colony care and training, and who are women of child-bearing age, from 12 to 45 years of age, shall, as far as practicable be first received. Congenital idiots are not to be admitted. Decision regarding commitment is made by a commission composed of a county judge or justice of the peace and two licensed physicians, upon written complaint or information of any respectable citizen that any person in his county or corporation is suspected of being feeble-minded and in need of institutional care and custody. The mentally deficient are released by order of the superintendent only upon the execution of a satisfactory bond for their safe care and support without cost to the state.

White epileptics are admitted in accordance with the laws governing the admission of insane patients to the state hospitals for the insane.

### THE GUNDRY HOME AND TRAINING SCHOOL FOR THE FEEBLE-MINDED

Located in the outskirts of the town of Falls Church, Fairfax county, six miles west of Washington, D. C. on the Southern Railroad.

The site consists of a farm of forty acres.

The school was established in 1893.

Superintendent, Miss Mattie Gundry.

A private institution for nervous, backward, mentally defective and epileptic children. Special emphasis is laid on outdoor exercises, games, dancing, calisthenics, and music. There is a regular school department, besides a kindergarten and industrial department. Special attention is given to the care of epileptic children.

On October 1, 1913, there were 20 feeble-minded persons in this school, out of a total of 3,916 feeble-minded in the State, according to a census made by the State Board of Charities.

Idaho

### Washington

#### STATE INSTITUTION FOR FEEBLE-MINDED

Located a little over a mile from the town of Medical Lake, Spokane county, fifteen miles southwest of the city of Spokane. The Northern Pacific Railroad makes one round trip each day to the institution.

The site comprises 486 acres.

Opened in 1892.

Superintendent, S. C. Woodruff.

Supervised by the State Board of Control.

Capacity, 250. Actual number present September 30, 1914, 253, 40 of these being epileptics. The superintendent also reported a waiting list of 150. New buildings have been in process of construction during the past year, which, when completed, will give the institution a capacity of 500. The superintendent estimates that there are probably in the neighborhood of 1,200 feeble-minded in the State.

An educational department is maintained and instruction given by special teachers to those capable of learning. This embraces the common English branches up to and including the fifth grade. Light employment, consisting of manual training, sewing, knitting,





The Gundry Home and Training School, Falls Church, Va.



One of the Buildings at the Institution for the Feeble-Minded,  
Medical Lake, Wash.



Jefferson, Wis.





weaving, basketry, housework, as well as work out of doors on the farm, is provided for a large number of the inmates.

#### ADMISSION AND DISCHARGE

Children of the citizens of the State of Washington, under 21 years of age, who are feeble-minded, idiotic or epileptic, when free from contagious disease, are eligible for admission. Adults under 50 years of age, who may be determined to be feeble-minded and who are of such inoffensive habits as to make them proper subjects for classification, education and discipline in an institution for feeble-minded, may be admitted, but commitment by the superior court is necessary. Cases of insanity, senile dementia, or those who are proper subjects for county poor farms or hospitals cannot be admitted. Inmates may be discharged by the superintendent when he is satisfied that they are in normal condition and safe and competent to be at large, or that they can receive proper care and education at the home of relatives, or in some other home or institution.

#### EPILEPTICS

The State Institution for Feeble-Minded also cares for epileptics, there being no separate institution in the state of Washington for this class of patients.

#### West Virginia

In West Virginia there is no separate institution for the care of mental defectives or epileptics. Many feeble-minded persons are maintained at public expense in the county infirmaries or poor houses. The West Virginia Asylum at Huntington cares for "epileptics, idiots, and such other incurable defectives and insane as the Board of Directors may deem eligible." Commitment to the Asylum is made by the county court upon petition, and after hearing and examination by physicians. Whenever any patient has recovered, or will not submit to the rules of the institution, it is the duty of the Board of Control to discharge such patient.

#### Wisconsin

##### WISCONSIN HOME FOR FEEBLE-MINDED

Located at Chippewa Falls, Chippewa county, in the western part of the State.

Opened in 1908.

Superintendent, A. W. Wilmarth, M. D.

Under the supervision of the State Board of Control.

The average daily number of inmates for the year ending June 30, 1912, was 988. As this institution is very much overcrowded, provision has been made for the establishment of an additional institution, which will eventually double the accommodations for such patients. The question of caring for the mentally deficient is becoming more and more prominent in the discussions of educators of the State.

#### ADMISSION AND DISCHARGE

Feeble-minded, epileptic and idiotic residents of the State, and such persons found therein whose residence cannot be ascertained, may be admitted after such examination into their condition as is required to determine the condition of persons alleged to be insane, and all the provisions of the law relating to the examination and commitment of alleged insane persons apply, as far as suitable, to person seeking admission to the home for feeble-minded. Whenever it appears that any feeble-minded, epileptic or idiotic person is dangerous to be at large because of his or her vicious and demoralizing acts and tendencies, or whenever it appears that any feeble-minded female of child-bearing age is, by reason of her condition, a menace to society, the law requires the supervisor of the town, city, village or ward in which such person may reside to take measures to have such person brought before the county judge pursuant to law. The superintendent of the home, with the approval of the board of control, has power to discharge inmates, but no epileptic inmate may be sent or returned to any poor-house.

#### EVANGELICAL LUTHERAN HOME FOR FEEBLE-MINDED

Located at Watertown, Jefferson county, forty-five miles northwest of Milwaukee.

Opened in 1904.

A small private home for mental defectives.



Wyoming School for Defectives, Lander, Wyo.

956



## THE ST. COLETTA INSTITUTE FOR BACKWARD YOUTH

Located just outside of the town of Jefferson, Jefferson county, forty-eight miles west of Milwaukee, on the Chicago and Northwestern Railroad.

The site comprises 120 acres.

Opened in 1904.

Superintendent, Rev. A. J. Kluk.

Capacity, 80. Actual number present January 27, 1914, 80. Of these 10 were classified as idiots, 55 as imbeciles, and 15 as epileptics.

A private institution conducted by the Sisters of St. Francis Assisi.

Both boys and girls are admitted, from the age of six upward, dependent upon the possibility of their improving under the training given in the institute. A limited number of adults of retarded mentality are also provided for. The insane, or hopeless cases of idiocy or epilepsy are not admitted. There are two buildings, the girls' department and the boys' department. The rates are \$20 a month and upward.

## OAK LEIGH SCHOOL FOR NERVOUS CHILDREN AND ADOLESCENTS

Located at Lake Geneva, Walworth county, in the southeastern part of Wisconsin.

A private institution for children and adolescents with nervous and mental diseases.

Opened in 1903.

Superintendent, Mary E. Pogue, M. D.

## EPILEPTICS

Epileptics and feeble-minded are both cared for in the Wisconsin Home for Feeble-Minded.

## Wyoming

## WYOMING SCHOOL FOR DEFECTIVES

Located at Lander, Fremont county, on the Chicago and Northwestern railroad, in the central part of Wyoming.

The site comprises eighty-nine acres.

Opened June 20, 1912. On September 30, 1914, there were ninety-two patients in the institution. Of these, 28 were classified

as institutional cases, 22 as morons, 24 as imbeciles, 2 as idiots, and 16 as epileptics.

Superintendent, Thomas G. Maghee, M. D.

Under the supervision of the State Board of Charities and Reform.

The object of the institution is to provide by all proper and feasible means for the intellectual, moral and physical training of those unfortunates who were born, or by diseases become imbecile or feeble-minded or epileptic, and by a judicious and well adapted course of training, management, and treatment, to ameliorate their condition, and to develop as much as possible their intellectual faculties and physical health and fit them as far as possible for future usefulness in society.

#### ADMISSION AND DISCHARGE

All feeble-minded and epileptic persons over the age of six years, who are legal residents of the State, may be admitted to the home without charge, provided that in all cases where the party committed, or those legally liable for his or her support, are able to bear such expense, they shall in all cases do so, the rates to be prescribed by the State Board of Charities and Reform. The Board of County Commissioners in each county shall cause all persons eligible for admission, who have no contagious disease and who are chargeable to the county, to be committed to this institution. In case said persons are imbecile, feeble-minded or epileptic they shall be committed in the same manner and by the same procedure that is required by statute for the commitment of insane and incompetent persons to the Wyoming State Hospital for the Insane. In all cases when persons are tried for insanity under the laws providing for such trial, the juries sitting in such cases are required to report to the court their findings of the mental condition of the patients and make recommendations as to whether the person shall be committed to the Hospital for the Insane or to the Wyoming School for Defectives, whereupon the court must determine the place of commitment.

#### EPILEPTICS

Epileptics are also received at the Wyoming School for Defectives.

# SPECIAL INSTITUTIONS FOR THE FEEBLE-MINDED AND EPILEPTIC IN THE UNITED STATES

## STATES

Public institutions, 45

Private institutions, 40

1. Alabama.

2. Arizona.

3. Arkansas.

4. California..... Sonoma State Home, Eldridge.

5. Colorado..... Colorado State Home and Training School for Mental Defectives, Ridge.

6. Connecticut..... Connecticut School for Imbeciles, Lakeville.

Connecticut Colony for Epileptics, Mansfield Depot.

7. Delaware.

8. District of Columbia.

9. Florida.

10. Georgia.

11. Idaho.

12. Illinois..... Lincoln State School and Colony, Lincoln.

13. Indiana..... Indiana School for Feeble-Minded Youth, Fort Wayne.

Indiana, Village for Epileptics, Newcastle.

14. Iowa..... Iowa Institution for Feeble-Minded Children, Glenwood.

15. Kansas..... State Home for Feeble-Minded, Winfield.

State Hospital for Epileptics, Parsons.

16. Kentucky..... Kentucky Institution for Feeble-Minded Children, Frankfort.

17. Louisiana.

18. Maine..... Maine School for Feeble-Minded, West Pownal.

19. Maryland..... Rosewood State Training School for the Feeble-Minded, Owings Mills.

20. Massachusetts..... Wrentham State School, Wrentham.

Monson State Hospital for Insane Epileptics, Monson.

Bird Haven, San Jose.

Osborne Hall, Santa Clara

"Beverly Farm" Home and School for Nervous and Backward Children, Godfrey.

Mercy Hospital, Davenport.

Powell School for Backward and Nervous Children, Red Oak.

The Stewart Home and School, Farmdale.

Gelston Heights Private Home for Mental Defectives, Walbrook, Baltimore.

Silver Cross Home for Epileptics, Port Deposit.

Massachusetts School for Feeble-Minded, Waverley.

Hospital Cottages for Children, Baldwinville.

Elm Hill Private School and Home for the Feeble-Minded, Barre.

The Terrace Home School for Backward and Nervous Children, Amherst.

SPECIAL INSTITUTIONS FOR THE FEEBLE-MINDED AND EPILEPTIC IN THE UNITED STATES — *Continued*

STATES		Public institutions, 45	Private institutions, 40
21. Michigan.....	Michigan Home for the Feeble-Minded and Epileptic, Lapeer. Michigan Farm Colony for Epileptics, Caro.		St. Anthony's School for Feeble-Minded, Comstock. Wilbur Home and School for the Backward and Mentally Defective, Kalamazoo.
22. Minnesota.....	Minnesota School for Feeble-Minded and College for Epileptics, Faribault.		Reed School for Nervous and Backward Children, Detroit. Baker School for Backward Children, Northfield.
23. Mississippi.....			
24. Missouri.....	Missouri Collège for the Feeble-Minded and Epileptic, Marshall.		Emmaus Asylum for Epileptics and Feeble-Minded, Marthasville. Emmaus Asylum for Epileptics and Feeble-Minded, St. Charles. Miss Compton's School for Children of Retarded Mentality, St. Louis.
25. Montana.....	Montana Training School for Backward Children, Boulder.		
26. Nebraska.....	Nebraska Institute for Feeble-Minded Youth, Beatrice.		
27. Nevada.....			
28. New Hampshire.....	New Hampshire School for Feeble-Minded Children, Laconia.		
29. New Jersey.....	New Jersey State Institution for Feeble-Minded Women, Vineland. New Jersey State Village for Epileptics, Skillman.		New Jersey Training School for Feeble-Minded Girls and Boys, Vineland. Bancroft Training School, Haddonfield. "The Larches," Cranbury. The Seguin School, Orange. Riverview School, Wilburtha.
30. New Mexico.....			
31. New York.....	Syracuse State Institution for Feeble-Minded Children, Syracuse. State Custodial Asylum for Feeble-Minded Women, Newark. Rome State Custodial Asylum, Rome. Letchworth Village, Thirles. Craig Colony for Epileptics, Sonyea. New York City Children's Hospital and School, Randall's Island, New York City.		The Brunswick Home, Amityville. The Sycamore Farm Home School, Newburgh. Miss Copeland's School, Saratoga Springs.
32. North Carolina.....	North Carolina School for the Feeble-Minded, Kinston.		
33. North Dakota.....	North Dakota Institution for Feeble-Minded, Grafton.		
34. Ohio.....	Institution for Feeble-Minded, Columbus. Ohio Hospital for Epileptics, Gallipolis.		Riverview School, Marietta.

35. Oklahoma. .... Oklahoma Institution for Feeble-Minded, Lind.
36. Oregon. .... Institution for Feeble-Minded of the State of Oregon, Salem.
37. Pennsylvania. .... Eastern Pennsylvania State Institution for Feeble-Minded and Epileptics, Spring City.  
State Institution for Feeble-Minded of Western Pennsylvania, Polk.
38. Rhode Island. .... Rhode Island School for the Feeble-Minded, Exeter.
39. South Carolina. ....
40. South Dakota. .... The State School and Home for the Feeble-Minded, Redfield.
41. Tennessee. ....
42. Texas. .... State Epileptic Colony, Abilene. ....
43. Utah. ....
44. Vermont. ....
45. Virginia. .... Virginia State Epileptic Colony, Madison Heights.  
State Institution for Feeble-Minded, Medical Lake.
46. Washington. ....
47. West Virginia. ....
48. Wisconsin. .... Wisconsin Home for Feeble-Minded, Chippewa Falls.
49. Wyoming. .... Wyoming School for Defectives, Lander.

The Pennsylvania Training School for Feeble-Minded Children, Elwyn.

The Brookwood School, Lansdowne.

Miss McGrew's School for Boys of High Grade Defective Mentality, Sharon Hill.

The Pennsylvania Epileptic Hospital and Colony Farm, Oakbourne.

The Passavant Memorial Homes for the Care of Epileptics, Rochester.

The Biddle School for Nervous and Backward Children, Philadelphia.

The Bristol-Nelson Physical School for Subnormal Children, Murreesboro.

Texas Training School for Defectives, Austin.

The Gundry Home and Training School for the Feeble-Minded and Epileptic, Falls Church.

Evangelical Lutheran Home for Feeble-Minded, Watertown.

St. Coletta's Institute for Backward Youth, Jefferson.

Oak Leigh School for Nervous Children and Adolescents, Lake Geneva.



# CHRONOLOGICAL LIST OF INSTITUTIONS FOR THE FEEBLE-MINDED AND EPILEPTIC IN THE UNITED STATES, ACCORDING TO DATE OF OPENING

NAME OF INSTITUTION	Location	Date of opening
1. Elm Hill Private School and Home for the Feeble-Minded.	Barre, Massachusetts.	July, 1848
2. Massachusetts School for the Feeble-Minded.	Waverley, Massachusetts.	October, 1848
3. Syracuse State Institution for Feeble-Minded Children *	Syracuse, New York.	October, 1851
4. The Pennsylvania Training School for Feeble-Minded Children.	Elwyn, Pennsylvania.	1852
5. Institution for Feeble-Minded.	Columbus, Ohio.	1857
6. Connecticut School for Imbeciles.	Lakeville, Connecticut.	1858
7. Kentucky Institution for Feeble-Minded Children.	Frankfort, Kentucky.	1861
8. Lincoln State School and Colony †.	Lincoln, Illinois.	1865
9. The Custodial Asylum and School for the Feeble-Minded.	Randall's Island, New York City.	1868
10. Iowa Institution for Feeble-Minded Children.	Glenwood, Iowa.	Sept. 1, 1876
11. State Custodial Asylum for Feeble-Minded Women.	Newark, New York.	1878
12. Minnesota School for Feeble-Minded and Colony for Epileptics.	Fairbault, Minnesota.	Sept. 1879
13. The Seguin School.	Orange, New Jersey.	1880
14. State Home for Feeble-Minded.	Winfield, Kansas.	1881
15. The Terrace Home School for Backward and Nervous Children.	Amherst, Massachusetts.	1881
16. Hospital Cottages for Children.	Baldwinsville, Massachusetts.	1882
17. Bancroft Training School.	Haddonfield, New Jersey.	1883
18. Wilbur Home and School for the Backward and Mentally Deficient.	Kalamazoo, Michigan.	1884
19. Nebraska Institute for Feeble-Minded Youth.	Beatrice, Nebraska.	1885
20. Sonoma State Home.	Eldridge, California.	1885
21. Gelston Heights Private Home for Mental Defectives.	Baltimore, Maryland.	1886
22. The Brunswick Home.	Amityville, New York.	1887
23. New Jersey State Institution for Feeble-Minded Women.	Vineland, New Jersey.	1888
24. New Jersey Training School for Feeble-Minded Girls and Boys.	Vineland, New Jersey.	1888
25. Rosewood State Training School for the Feeble-Minded.	Owings Mills, Maryland.	1888
26. Indiana School for Feeble-Minded Youth.	Fort Wayne, Indiana.	July 8, 1890
27. Ohio Hospital for Epileptics.	Gallopis, Ohio.	Nov. 30, 1893
28. Emmaus Asylum for Epileptics and Feeble-Minded.	Marthasville, Missouri.	1893
29. State Institution for Feeble-Minded of Western Pennsylvania.	Polk, Pennsylvania.	1893
30. Miss McGrew's School for Boys of High Grade Defective Mentality.	Sharon Hill, Pennsylvania.	1893
31. The Stewart Home and School.	Farmdale, Kentucky.	1893

32. The Gundry Home and Training School for the Feeble-Minded.....	Falls Church, Virginia.....	1893
33. Silver Cross Home for Epileptics.....	Port Deposit, Maryland.....	1894
34. The Passavant Memorial Homes for the Care of Epileptics.....	Rochester, Pennsylvania.....	June 6, 1895
35. Michigan Home for the Feeble-Minded and Epileptic.....	Lapeer, Michigan.....	1895
36. Rome State Custodial Asylum.....	Rome, New York.....	1896
37. The Pennsylvania Epileptic Hospital and Colony Farm.....	Oakbourne, Pennsylvania.....	1896
38. Craig Colony for Epileptics.....	Sonyea, New York.....	1896
39. Sycamore Farm Home School.....	Newburgh, New York.....	1897
40. "Beverly Farm" Home and School for Nervous and Backward Children.....	Godfrey, Illinois.....	1897
41. Baker School for Backward Children.....	Northfield, Minnesota.....	1897
42. St. Anthony's School for Feeble-Minded.....	Constock, Michigan.....	1898
43. New Jersey State Village for Epileptics.....	Skillman, New Jersey.....	1898
44. Miss Copeland's School.....	Saratoga Springs, New York.....	1900
45. Missouri Colony for the Feeble-Minded and Epileptic.....	Marshall, Missouri.....	1901
46. State Epileptic Colony.....	Abilene, Texas.....	1901
47. Emmaus Asylum for Epileptics and Feeble-Minded.....	St. Charles, Missouri.....	1901
48. Reed School for Nervous and Backward Children.....	Detroit, Michigan.....	1901
49. Miss Compton's School for Children of Retarded Mentality.....	St. Louis, Missouri.....	1901
50. The State School and Home for the Feeble-Minded.....	Redfield, South Dakota.....	1902
51. The Brookwood School.....	Lansdowne, Pennsylvania.....	1903
52. Oak Leigh School for Nervous Children and Adolescents.....	Lake Geneva, Wisconsin.....	1903
53. State Hospital for Epileptics.....	Parsons, Kansas.....	1903
54. Powell School for Backward and Nervous Children.....	Red Oak, Iowa.....	1903
55. New Hampshire School for Feeble-Minded Children.....	Laconia, New Hampshire.....	Feb. 1, 1903
56. North Dakota Institution for Feeble-Minded.....	Grafton, North Dakota.....	May 2, 1904
57. Evangelical Lutheran Home for Feeble-Minded.....	Watertown, Wisconsin.....	1904
58. The St. Coletta Institute for Backward Youth.....	Jefferson, Wisconsin.....	1904
59. State Institution for Feeble-Minded.....	Medical Lake, Washington.....	1905
60. Montana Training School for Backward Children.....	Boulder, Montana.....	Nov. 10, 1905
61. Indiana Village for Epileptics.....	Newcastle, Indiana.....	Sept. 16, 1907
62. Wrentham State School.....	Wrentham, Massachusetts.....	1907
63. Maine School for Feeble-Minded.....	West Pownal, Maine.....	1908
64. Eastern Pennsylvania State Institution for the Feeble-Minded and Epileptic.....	Spring City, Pennsylvania.....	1908

\* Established at Albany in 1851, and two years later moved to Syracuse.

† Founded at Jacksonville, Illinois in 1865, and in 1877 moved to Lincoln, Illinois.

CHRONOLOGICAL LIST OF INSTITUTIONS FOR THE FEEBLE-MINDED AND EPILEPTIC IN THE UNITED STATES,  
ACCORDING TO DATE OF OPENING—*Continued*

NAME OF INSTITUTION	Location	Date of opening
65. Wisconsin Home for Feeble-Minded.....	Chippewa Falls, Wisconsin.....	1908
66. Rhode Island School for the Feeble-Minded.....	Exeter, Rhode Island.....	1908
67. The Bristol-Nelson Physiological School for Subnormal Children.....	Murfreesboro, Tennessee.....	Oct. 1, 1908
68. Institution for the Feeble-Minded of the State of Oregon.....	Salem, Oregon.....	Nov. 1, 1908
69. Texas Training School for Defectives.....	Austin, Texas.....	1909
70. Riverview School.....	Marietta, Ohio.....	1909
71. Oklahoma Institution for Feeble-Minded.....	Enid, Oklahoma.....	1910
72. Virginia State Epileptic Colony.....	Madison Heights, Virginia.....	1910
73. Letchworth Village.....	Thiells, New York.....	1911
74. The Biddle School for Nervous and Backward Children.....	Philadelphia, Pennsylvania.....	1912
75. Colorado State Home and Training School for Mental Defectives.....	Ridge, Colorado.....	July 1, 1912
76. Wyoming School for Defectives.....	Lander, Wyoming.....	June 20, 1912
77. Michigan Farm Colony for Epileptics.....	Caro, Michigan.....	May 30, 1913
78. North Carolina School for the Feeble-Minded.....	Kinston, North Carolina.....	July 1, 1914
79. Connecticut Colony for Epileptics.....	Mansfield Depot, Connecticut.....	May 15, 1914
80. Riverview School.....	Wilburtha, New Jersey.....	Aug. 1, 1914

The date of opening was not found for the following institutions:

The Monson State Hospital for Insane Epileptics, Monson, Massachusetts; Bird Haven, San Jose, California; Osborne Hall, Santa Clara, California;  
Mercy Hospital, Davenport, Iowa; "The Larches," Cranbury, New Jersey.

PER CAPITA COST OF CARING FOR PATIENTS IN PUBLIC AND PRIVATE INSTITUTIONS FOR THE FEEBLE-MINDED AND EPILEPTIC IN THE UNITED STATES, FOR THE YEAR 1914, AND COST OF NEWEST BUILDING PER BED IN THESE INSTITUTIONS

STATE AND NAME OF INSTITUTION	Location	Per capita cost per year	Cost of newest building per bed
1. California:			
Sonoma State Home.....	Eldridge.....	\$180 00	\$333 33
Bird Haven.....	San Jose.....	.....	.....
Osborne Hall.....	Santa Clara.....	.....	.....
2. Colorado:			
Colorado State Home and Training School for Mental Defectives.....	Ridge.....	380 00	1,150 00
3. Connecticut:			
Connecticut School for Imbeciles.....	Lakeville.....	.....	.....
Connecticut Colony for Epileptics.....	Mansfield Depot.....	.....	750 00
4. Illinois:			
Lincoln State School and Colony.....	Lincoln.....	Gross 157 32	600 00
"Beverly Farm" Home and School for Nervous and Backward Children.....	Godfrey.....	Net 136 50	700 00
		360 00	
5. Indiana:			
Indiana School for Feeble-Minded Youth.....	Fort Wayne.....	140 00	460 00
Indiana Village for Epileptics.....	Newcastle.....	234 13	690 00
6. Iowa:			
Iowa Institution for Feeble-Minded Children.....	Glenwood.....	178 26	580 00
Mercy Hospital.....	Davenport.....	.....	.....
Powell School for Backward and Nervous Children.....	Red Oak.....	.....	.....
7. Kansas:			
State Home for Feeble-Minded.....	Winfield.....	160 00	300 00
State Hospital for Epileptics.....	Parsons.....	Gross 254 41	600 00
		Net 195 09	

PER CAPITA COST OF CARING FOR PATIENTS IN PUBLIC AND PRIVATE INSTITUTIONS FOR THE FEEBLE-MINDED AND  
EPILEPTIC IN THE UNITED STATES — *Continued*

STATE AND NAME OF INSTITUTION	Location	Per capita cost per year	Cost of newest building per bed
8. Kentucky: Kentucky Institution for Feeble-Minded Children. The Stewart Home and School.	Frankfort. Farmdale.		
9. Maine: Maine School for Feeble-Minded.	West Pownal.	\$179 92	\$571 43
10. Maryland: Rosewood State Training School for the Feeble-Minded. Gelston Heights Private Home for Mentally Defective. Silver Cross Home for Epileptics.	Owings Mills. Baltimore. Port Deposit.		
11. Massachusetts: Wrentham State School. Massachusetts School for Feeble-Minded. Hospital Cottages for Children. Elm Hill Private School and Home for the Feeble-Minded. The Terrace Home School for Backward and Nervous Children. Monson State Hospital for Insane Epileptics.	Wrentham. Waverley. Baldwinsville. Barre. Amherst. Monson.	201 11 199 79	490 00 *
12. Michigan: Michigan Home for the Feeble-Minded and Epileptic. St. Anthony's School for Feeble-Minded. Wilbur Home and School for the Backward and Mentally Defective. Reed School for Nervous and Backward Children. Michigan Farm Colony for Epileptics.	Lapeer. Constock. Kalamazoo. Detroit. Caro.	182 50	400 00
13. Minnesota: Minnesota School for Feeble-Minded and Colony for Epileptics. Baker School for Backward Children.	Fairbault. Northfield.	184 00	800 00



14. Missouri:					
Missouri Colony for the Feeble-Minded and Epileptic.	Marshall.	154 00	500 00		
Emmaus Asylum for Epileptics and Feeble-Minded.	Marthasville.	122 71			
Emmaus Asylum for Epileptics and Feeble-Minded.	St. Charles.	209 67	700 00		
Miss Compton's School for Children of Retarded Mentality.	St. Louis.	...			
15. Montana:					
Montana Training School for Backward Children.	Boulder.	...			
16. Nebraska:					
Nebraska Institute for Feeble-Minded Youth.	Beatrice.	150 00	350 00		
17. New Hampshire:					
New Hampshire School for Feeble-Minded Children.	Laconia.	207 18	345 00		
18. New Jersey:					
New Jersey State Institution for Feeble-Minded Women.	Vineland.	230 00	348 00		
New Jersey State Village for Epileptics.	Skillman.	306 80	73 69		
New Jersey Training School for Feeble-Minded Girls and Boys.	Vineland.	275 00	500 00		
Bancroft Training School.	Haddonfield.	950 00			
The Larches.	Cranbury.	...			
The Seguin School.	Orange.	...			
Riverview School.	Wilburtha.	...			
19. New York:					
Syracuse State Institution for Feeble-Minded Children.	Syracuse.	200 20	...		
State Custodial Asylum for Feeble-Minded Women.	Newark.	151 25	300 00		
Rome State Custodial Asylum.	Rome.	157 00	420 00		
Letchworth Village.	Thiells.	580 50	600 00		
Craig Colony for Epileptics.	Sonyea.	209 37	610 00		
New York City Children's Hospitals and Schools.	Randall's Island, New York City.	225 00	400 00		
The Brunswick Home.	Amityville.	237 32	600 00		
The Sycamore Farm Home School.	Newburgh.	...			
Miss Copeland's School.	Saratoga Springs.	...			
20. North Carolina:					
North Carolina School for the Feeble-Minded.	Kinston.	...			
21. North Dakota:					
North Dakota Institution for Feeble-Minded.	Grafton.	257 00	650 00		

\* \$500 for infirmary; \$350 for girls' home.

† No new buildings for many years.

PER CAPITA COST OF CARING FOR PATIENTS IN PUBLIC AND PRIVATE INSTITUTIONS FOR THE FEEBLE-MINDED AND  
EPILEPTIC IN THE UNITED STATES — *Concluded*

STATE AND NAME OF INSTITUTION	Location	Per capita cost per year	Cost of newest building per bed
22. Ohio: Institution for Feeble-Minded. Ohio Hospital for Epileptics. Riverview School.	Columbus. Gallopis. Marietta.	\$160 07	\$670 00
23. Oklahoma: Oklahoma Institution for Feeble-Minded.	Enid.	200 00	
24. Oregon: Institution for Feeble-Minded of the State of Oregon.	Salem.		
25. Pennsylvania: Eastern Pennsylvania State Institute for the Feeble-Minded and Epileptic. State Institution for Feeble-Minded of Western Pennsylvania. The Pennsylvania Training School for Feeble-Minded Children. The Brookwood School. Miss McGrew's School for Boys of High Grade Defective Mentality. The Pennsylvania Epileptic Hospital and Colony Farm. The Passavant Memorial Homes for the Care of Epileptics. The Biddle School for Nervous and Backward Children.	Spring City. Polk. Elwyn. Lansdowne. Sharon Hill. Oakbourne. Rochester. Philadelphia.	222 91 247 04	600 00
26. Rhode Island: Rhode Island School for the Feeble-Minded.	Exeter.		385 00
27. South Dakota: The State School and Home for the Feeble-Minded.	Redfield.		
28. Tennessee: The Bristol-Nelson Physiological School for Subnormal Children.	Murfreesboro.		
29. Texas: State Epileptic Colony. Texas Training School for Defectives.	Abilene. Austin.	195 00	350 00

30. Virginia:				
Virginia State Epileptic Colony.....	Madison Heights.....	167 35	275 00	
The Gundry Home and Training School for the Feeble-Minded.....	Falls Church.....			
31. Washington:				
State Institution for Feeble-Minded.....	Medical Lake.....	200 00	900 00	
32. Wisconsin:				
Wisconsin Home for Feeble-Minded.....	Chippewa Falls.....			
Evangelical Lutheran Home for Feeble-Minded.....	Watertown.....			
St. Coletta's Institute for Backward Youth.....	Jefferson.....	120 00		
Oak Leigh School for Nervous Children and Adolescents.....	Lake Geneva.....			
33. Wyoming:				
Wyoming School for Defectives.....	Lander.....			

Where blanks are left, no returns were received from the institutions for these items.

## PUBLIC PROVISION FOR THE FEEBLE-MINDED AND EPILEPTIC IN THE UNITED STATES

STATES		* Special institutions for the feeble-minded and epileptic	* In-san- asylums
1. Alabama.....			The Bryce Hospital, Tuscaloosa.
2. Arizona.....			The Mount Vernon Hospital, Mount Vernon.
3. Arkansas.....			State Asylum for the Insane, Phoenix.
4. California.....		Sonoma State Home, Eldridge.	State Hospital for Nervous Diseases, Little Rock.†
5. Colorado.....		Colorado State Home and Training School for Mentally Defective, Ridge.	
6. Connecticut.....		Connecticut School for Imbeciles, Lakeville.	
7. Delaware.....		Connecticut Colony for Epileptics, Mansfield Depot.	Delaware State Hospital, Farnhurst.
8. District of Columbia.....			Government Hospital for the Insane, Washington.
9. Florida.....			Florida Hospital for the Insane, Chattahoochee.
10. Georgia.....			State Sanitarium for Insane Epileptics, Milledgeville.
11. Idaho.....			The Idaho Insane Asylum, Blackfoot.
12. Illinois.....		Lincoln State School and Colony, Lincoln.	The Northern Idaho Insane Asylum, Orofino.
13. Indiana.....		Indiana School for Feeble-Minded Youth, Fort Wayne.	
14. Iowa.....		Indiana Village for Epileptics, Newcastle.	
15. Kansas.....		Iowa Institution for Feeble-Minded Children, Glenwood.	
16. Kentucky.....		State Home for Feeble-Minded, Winfield.	
17. Louisiana.....		State Hospital for Epileptics, Parsons.	
18. Maine.....		Kentucky Institution for Feeble-Minded Children, Frankfort.	East Louisiana Hospital for the Insane, Jackson.
19. Maryland.....		Maine School for Feeble-Minded, West Pownal.	Louisiana Hospital for Insane, Pineville.
20. Massachusetts.....		Rosewood State Training School for the Feeble-Minded, Owings Mills.	
21. Michigan.....		Wrentham State School, Wrentham.	
22. Minnesota.....		Monson State Hospital for Insane Epileptics, Monson.	
		Michigan Home for the Feeble-Minded and Epileptics, Lapeer.	
		Michigan Farm Colony for Epileptics, Caro.	
		Minnesota School for Feeble-Minded and Colony for Epileptics, Faribault.	

23. Mississippi.....	East Mississippi Insane Hospital, Meridian. Mississippi State Insane Hospital, Jackson.
24. Missouri.....	
25. Montana.....	Missouri Colony for the Feeble-Minded and Epileptic, Marshall. Montana Training School for Backward Children, Boulder.
26. Nebraska.....	Nebraska Institute for Feeble-Minded Youth, Beatrice.
27. Nevada.....	
28. New Hampshire.....	New Hampshire School for Feeble-Minded Children, Laronia.
29. New Jersey.....	New Jersey State Institution for Feeble-Minded Women, Vineland. New Jersey State Village for Epileptics, Skillman.
30. New Mexico.....	
31. New York.....	Syracuse State Institution for Feeble-Minded Children, Syracuse. State Custodial Asylum for Feeble-Minded Women, Newark. Rome State Custodial Asylum, Rome. Letchworth Village, Thiells. Craig Colony for Epileptics, Sonyea. New York City Children's Hospital and Schools, Randall's Island, New York City.
32. North Carolina.....	North Carolina School for the Feeble-Minded, Kinston..... The State Hospital, Goldsboro.† Dix Hill State Hospital, Raleigh.§
33. North Dakota.....	
34. Ohio.....	North Dakota Institution for Feeble-Minded, Grafton. Institution for Feeble-Minded, Columbus. Ohio Hospital for Epileptics, Gallipolis.
35. Oklahoma.....	Oklahoma Institution for Feeble-Minded, Enid.
36. Oregon.....	Institution for Feeble-Minded of the State of Oregon, Salem.
37. Pennsylvania.....	Eastern Pennsylvania State Institution for the Feeble-Minded and Epileptic, Spring City. State Institution for Feeble-Minded of Western Pennsylvania, Polk.
38. Rhode Island.....	
39. South Carolina.....	Rhode Island School for the Feeble-Minded, Exeter.
40. South Dakota.....	The State School and Home for the Feeble-Minded, Redfield.

\* Besides the feeble-minded and epileptic in special institutions and in insane asylums, there are many also in the county almshouses in the various states.

† Epileptics are treated at this hospital.

‡ Cares for white epileptics.

§ Cares for colored epileptics.



PUBLIC PROVISION FOR THE FEEBLE-MINDED AND EPILEPTIC IN THE UNITED STATES—*Continued*

STATES	* Special institutions for the feeble-minded and epileptic	* Insane asylums
41. Tennessee.....	.....	.....
42. Texas.....	State Epileptic Colony, Abilene.	Davidson County Hospital, Nashville.
43. Utah.....	.....	.....
44. Vermont.....	.....	Utah State Mental Hospital, Provo.†
45. Virginia.....	Virginia State Epileptic Colony, Madison Heights.	Vermont State Hospital for the Insane, Waterbury.
46. Washington.....	State Institution for Feeble-Minded, Medical Lake.	.....
47. West Virginia.....	.....	West Virginia Asylum, Huntington.
48. Wisconsin.....	Wisconsin Home for Feeble-Minded, Chippewa Falls.	.....
49. Wyoming.....	Wyoming School for Defectives, Lander.	.....

\* Besides the feeble-minded and epileptic in special institutions and in insane asylums, there are many also in the county almshouses in the various states.

† A department for the care of the feeble-minded and non-insane epileptic was established at this hospital, in 1909.

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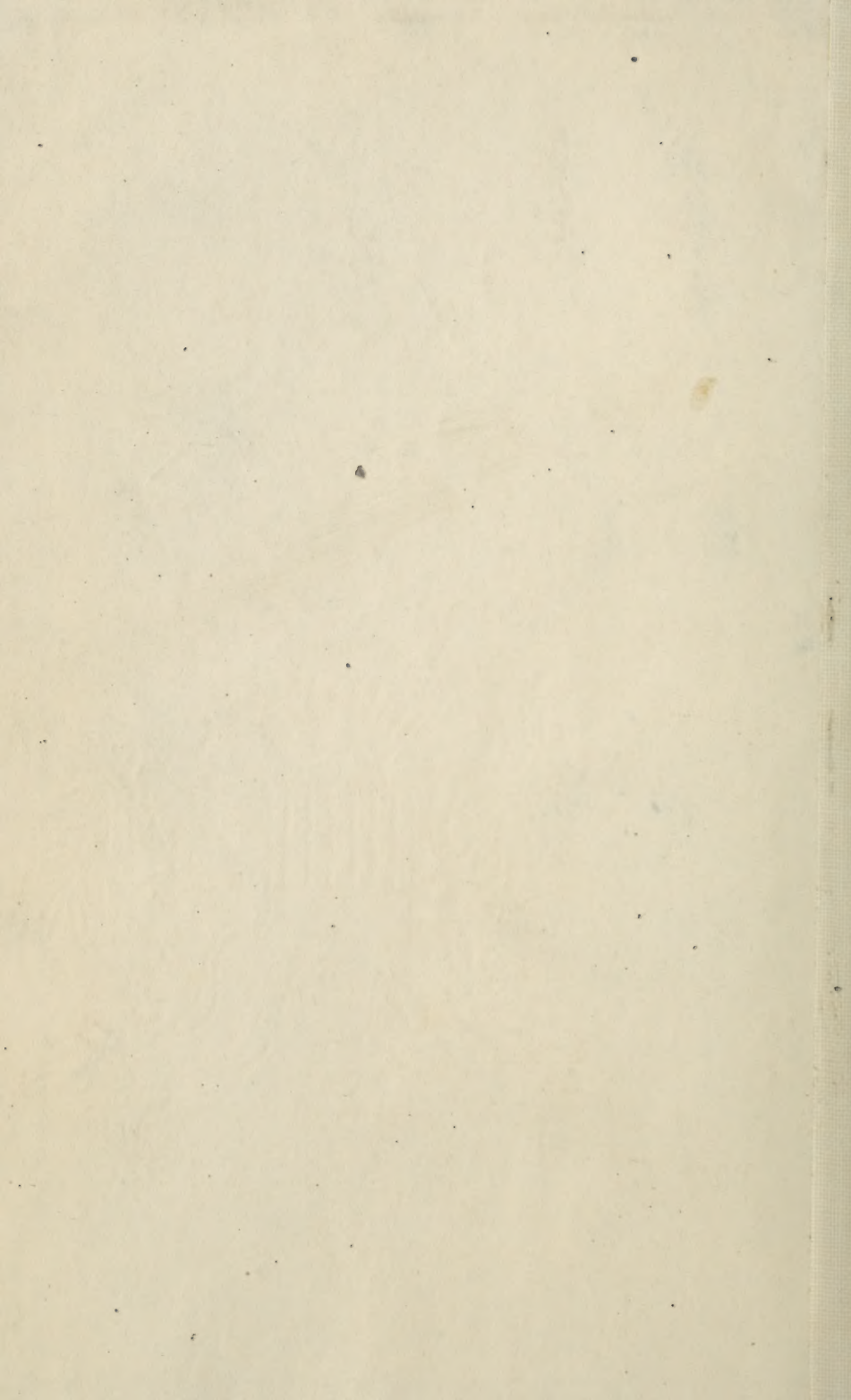
















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